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UNITED NATIONS

ANNUAL REPORT OF THE SECRETARY-GENERAL ON THE WORK OF THE ORGANIZATION

16 June 1956 - 15 June 1957

GENERAL ASSEMBLY

OFFICIAL RECORDS : TWELFTH SESSION

SUPPLEMENT No. 1 (A/3594)

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Foreword

I submit herewith my twelfth annual report to the General Assembly on the work of the Organization from 16 June 1956 to 15 June 1957.

The report follows the pattern of previous years except that questions concerning the Middle East and Hungary are reported on separately in chapters I and II, while the other political and security questions are covered in chapter III.

The review of the role of the Organization in world affairs which is usually included as an Introduction in my annual report will this year be submitted, at a date nearer to the opening of the twelfth session, as an addendum to the present document.

DAG HAMMARSKJOLD
Secretary-General

25 June 1957

Chapter I

QUESTIONS CONCERNING THE MIDDLE EAST

1. Status of compliance with the General Armistice Agreements and the resolutions of the Security Council (April-October 1956)

(*a*) Report of the Secretary-General of 9 May 1956

A new stage in the development of the Palestine question was reached with the completion by the Secretary-General of the mission entrusted to him by the Security Council resolution of 4 April 1956, to survey and report on the state of compliance with the four General Armistice Agreements and the relevant resolutions and to arrange with the parties for the adoption of measures to reduce tension along the Armistice Demarcation Lines. The Secretary-General's report of 9 May 1956 (S/3569) aimed at clarifying the basic issues involved, and at indicating certain lines of action which, if followed by the parties in co-operation with the United Nations organs established for the purpose, could lead to a state of full compliance with the Armistice Agreements.

It was the Secretary-General's view, confirmed by his discussions in the region, that the re-establishment of full compliance with the Armistice Agreements represented a stage that had to be passed in order to make progress possible on the main issues. The re-establishment of full compliance in turn depended upon the re-establishment of the cease-fire. To this end, the Secretary-General had obtained unconditional assurances from all parties in regard to the observance of the cease-fire specified in the General Armistice Agreements and in several resolutions of the Security Council. The Secretary-General pointed out that the assurances he had received were all given within the general framework of the Charter and that their unconditional nature was limited only by the reservation for self-defence.

Basic to the Secretary-General's approach had been the position stated in his report of 9 May, and agreed to by the parties, that the cease-fire clauses in the several Armistice Agreements had a special status in relation to other articles of the Agreements, because these clauses restated an obligation of all Members of the United Nations; because they embodied the order reaffirmed by the Security Council in its resolution of 11 August 1949 to observe an unconditional cease-fire; and because they were eliminated in various Agreements from the field where the Agreements could be changed by mutual consent. Consequently, the observance of the cease-fire clause could be conditioned only by reciprocal observance of the same clause by the other party. Infringement of other articles could not serve as a justification for the infringement of the cease-fire clause. If that were not recognized, it would mean that any one of such infringements might not only nullify the armistice régime but, in fact, put in jeopardy the cease-fire itself.

With a view to giving support to the maintenance of the cease-fire, a number of practical arrangements were proposed. Three of these proposals were specifically mentioned in the resolution of the Security Council of 4 April 1956; withdrawal of forces from the Armistice Demarcation Lines, full freedom of movement for observers along the Armistice Demarcation Lines, in the Demilitarized Zones and in the Defensive Areas, and establishment of local arrangements for the prevention of incidents and the prompt detection of any violations of the Armistice Agreements.

In addition, certain local arrangements were described in the Secretary-General's report of 9 May. These included recommendations previously proposed by the Chief of Staff and endorsed by the Security Council, but not so far implemented, as well as additional proposals developed in the consultations between the Secretary-General and the Chief of Staff and the Governments concerned in relation to certain particularly critical areas.

The Council's resolution of 4 June endorsed the Secretary-General's view on the necessity of re-establishing full compliance with the Armistice Agreements. It called upon the parties speedily to carry out measures already agreed upon with the Secretary-General and to co-operate with the Secretary-General and the Chief of Staff of the United Nations Truce Supervision Organization in putting into effect their further practical proposals. The Council requested the Chief of Staff to continue to carry out his observation of the cease-fire pursuant to the Council's resolution of 11 August 1949, reasserted the need for full freedom of movement for United Nations military observers, and requested the Secretary-General to continue his good offices with the parties with a view to full implementation of the General Armistice Agreements.

(*b*) Measures in support of the cease-fire

During the period from the submission of the Secretary-General's report of 9 May until the attack by the Israel armed forces on Egypt on 29 October 1956, the Chief of Staff of UNTSO and the Secretary-Gen-

eral, under his mandate from the Security Council of 4 April and 4 June, were concerned with efforts to implement specific proposals designed to support the cease-fire. Some of the proposals and developments in regard to them are briefly described below.

Observation posts near the Gaza area

The Governments of Egypt and Israel accepted the proposal put forward in April 1956 for the establishment of a number of United Nations observation posts on both sides of the Armistice Demarcation Line. Israel, however, set a time limit of six months, i.e. until 31 October 1956, for the operation of the system. The United Nations posts were to be supported by patrols of the Truce Supervision Organization, and the observers were promised free access to those positions at any time. A total of twelve posts were established at selected locations, six on each side of the Armistice Demarcation Line.

Conditions along the Demarcation Line surrounding the Gaza Strip, stable for a period of nearly two and a half months, began to deteriorate about the middle of July. In a report of 5 September (S/3659, annex), the Chief of Staff stated that the presence of the observers had not always deterred the parties from opening fire across the Demarcation Line nor from crossing it. In his view, additional measures proposed but not implemented might have gone far towards preventing so many breaches of the cease-fire.

Marking of the Demarcation Line

In his report of 9 May, the Secretary-General stated that both parties had agreed to the placing by UNTSO of conspicuous markers along the Demarcation Line surrounding the Gaza Strip. Work had been arranged to begin on 20 June. On 19 June, the senior Israel delegate to the Egyptian-Israel Mixed Armistice Commission stated that Israel did not agree to the United Nations military observers doing the marking and suggested alternative arrangements. The Egyptian Government, however, saw no reason for changing the arrangement which had been accepted earlier by both parties.

Withdrawal of forces 500 metres from the Demarcation Line

In the negotiations in April, the Egyptian Government agreed that the parties should withdraw their armed forces from the Demarcation Line to a distance sufficient to eliminate or greatly reduce risks of violations of the cease-fire. Israel indicated its intention of refraining from sending patrols up to the Demarcation Line except when it proved essential. The Chief of Staff reported that, in practice, the Israel arrangements did not prove sufficiently firm.

The El Auja Demilitarized Zone

Articles VII and VIII of the Egypt-Israel General Armistice Agreement establish a Demilitarized Zone centred on El Auja and forbid the presence of armed forces therein. They also prohibit Egypt from maintaining defensive positions in an adjoining area west of the Demilitarized Zone, and limit the arms and troops in the Defensive Areas on both sides of the Line. Both Egypt and Israel had indicated to the Secretary-General their willingness to comply fully with these two articles, within the framework of a full return to the state of affairs envisaged in the Armistice Agreement. However, the Secretary-General noted the view expressed during the negotiations that such implementation had to find its place in relation to other steps in fulfilment of the aims of the Armistice Agreement.

Since 21 September 1955, when the Demilitarized Zone was occupied by Israel armed forces, the Secretary-General and the Chief of Staff had engaged in efforts to secure the withdrawal of the Israel armed forces and for the removal of prohibited Egyptian positions. The Israel Government gave assurances of their full acceptance in principle of the three-point programme of 3 November 1956 for a balanced withdrawal proposed by the Chief of Staff and the Secretary-General. However, the agreed withdrawal never took place.

The village of El Auja is also, under article X of the Armistice Agreement, the headquarters of the Egyptian-Israel Mixed Armistice Commission. Because of its occupation of the Zone, Israel at first limited access to El Auja by the Egyptian members of the Commission and subsequently refused it altogether.

In addition, Israel placed restrictions on the access by United Nations military observers through the Demilitarized Zone to the Mixed Armistice Commission headquarters, and upon their activities. The Chief of Staff, in his report of 5 September 1956, drew attention to the importance of maintaining observers in the Demilitarized Zone, with freedom to move and to send messages to the Chairman of the Commission and UNTSO by the speediest means. The strategic importance of the roads radiating from El Auja was such that, if one side or the other should contemplate agression on a large scale against the territory of the other, primary or secondary lines of operations would certainly be established through the Demilitarized Zone. The presence of United Nations military observers, therefore, was a deterrent against aggression.

On 3 September 1956, at a meeting with the Chief of Staff, Mr. Ben-Gurion, Prime Minister of Israel, repeated his refusal to allow meetings of the Commission in El Auja, stating that the relevant articles of the General Armistice Agreement were "in suspension" owing to Egypt's non-compliance with article I and the Security Council resolution of 1 September 1951 concerning interference with the passage through the Suez Canal of shipping bound for Israel.

In his report submitted on 27 September 1956 (S/3659), the Secretary-General commented on the argument advanced by Israel that each of the Agreements constituted an indivisible whole. On this basis, what one party found to be a lack of compliance by the other party to the Armistice Agreements, especially with their basic article I, was considered to give the party which found its interests jeopardized freedom from its obligations under the Armistice Agreement (apart from the cease-fire obligation), including its obligation to the United Nations in connexion with the observer operations as envisaged in the Agreements. While recognizing that the Armistice Agreements were formally bilateral agreements, the Secretary-General noted the fact that, with the consent of the parties, the Agreements had been endorsed by the Security Council and that they must be considered as establishing the equivalent of an international undertaking. That fact subjected the application to the Armistice Agreements of the theory of "indivisibility" to very serious limitations.

Local Commanders' Agreements

With regard to the situation on the Jordan-Israel Armistice Demarcation Line, the Secretary-General

reported that negotiations to establish Local Commanders' Agreements covering the whole of the Line had reached an advanced stage in the autumn of 1955. There were differences of view as regards the presence of United Nations observers. In April 1956, agreement had been reached on a clause specifying that, when desired by either party, a United Nations military observer should be present at meetings of local commanders, but the Local Commanders' Agreements had never been signed.

Observation posts on Lake Tiberias

The proposal for the establishment of observation posts on the eastern and north-eastern shores of Lake Tiberias was accepted by Syria and implemented in May 1956. Israel had deferred decision until a later date and, after a number of reminders, had rejected the proposal in September 1956 together with the suggestion for a United Nations boat on the Lake.

(*c*) Developments in relation to the cease-fire

In incidents in the Negev and Gaza Strip areas on 14 and 16 August 1956, an Israeli truck and a civilian vehicle were blown up by mines and an Israeli bus and jeep were attacked. Four Israeli citizens died and eight others were wounded. The Secretary-General made a statement (S/3638) reminding the Governments of Egypt and Israel of their duty to observe strictly the cease-fire and also their obligations "to take active measures against the crossing of the Demarcation Line and acts of violence in connexion therewith". On the following day, in connexion with two new incidents in which an Egyptian car with medical personnel was ambushed in Egyptian-controlled territory and nine Egyptians were killed, the Secretary-General made a further statement warning that the party which resorted to such acts, whether starting or prolonging a chain of disturbances, assumed a great responsibility. The difference in the degree of responsibility borne by those found to have initiated such a chain of disturbances and by the other party did not remove the responsibility of the latter for a resort to acts of violence in contravention of the rules of the Charter.

On 27 September, the Secretary-General submitted his report (S/3659) on developments since 4 June 1956. The report reviewed the significance of the re-establishment during the negotiations in April 1956 of a general and independent cease-fire obligation. Furthermore, the assurances given to the United Nations of unconditional observance of the cease-fire clauses made the United Nations itself a party to the cease-fire obligations, thereby again clearly establishing its right to take steps for securing the implementation of these obligations.

Possibilities still remained open for constructive steps on such matters as abstention from repeated threats, compliance by both Egypt and Israel with the articles of the Armistice Agreement relating to the El Auja Demilitarized Zone and the adjacent Defensive Areas, the re-establishment of freedom of navigation for Israeli ships in the Suez Canal in accordance with the Security Council's resolution of 1 September 1951, and such other matters as the repatriation and resettlement of refugees or the utilization of Jordan waters, where decisions by the United Nations had for long been neglected or even challenged.

The Secretary-General felt that the Governments of the region, upon whom rested the main responsibility in efforts to turn the tide, had so far failed to carry through a discipline sufficiently firm to forestall incidents which, step by step, must necessarily undermine the cease-fire. Acts of violence, supposed to have been staged by one party, had been immediately followed by acts of violence which must be supposed to have been staged by persons on the other side in "self-defence" as part of a policy of retaliation. Even when the acts of violence might have seemed to be limited to a pattern of "short-term reciprocity", there was a permanent risk that the incidents might release a chain of events such as that which prevailed at the time of the cease-fire arrangements in the middle of April. This fact in itself fully justified, in the view of the Secretary-General, the stand of the Security Council on *all* acts of violence, including those which reflected a policy of retaliation.

(*d*) Developments on the Israel-Syria Armistice Demarcation Line

In annex VII to the Secretary-General's report of 9 May, the Chief of Staff had pointed out that the Israel-Syrian Mixed Armistice Commission had ceased holding either emergency or regular meetings since 1951. Syria had complained of violations by Israel of article V of the Armistice Agreement which established a Demilitarized Zone and gave to the Chairman of the Mixed Armistice Commission certain clearly defined responsibilities in connexion with it. Israel had maintained that violations of article V were a matter between the Israel delegation and the Chairman. The refusal of Israel to agree to submit to the Mixed Armistice Commission the interpretation of article V for a decision as to the Commission's competence in the Demilitarized Zone had made impossible the resumption of regular meetings of the Commission.

In his report of 5 September 1956, the Chief of Staff reported that extensive fortifications, consisting of both fire and shelter trenches, concrete bunkers and barbed wire entanglements, had been erected by Israel near Hagovrim and Susita, inside the Demilitarized Zone. In his opinion, these went beyond what was needed for the protection of the civilian population. In spite of the Chief of Staff's request that these works should be dismantled, Israel had continued to extend the fortifications in the area. The Israel delegation had complained that certain Syrian fortifications encroached upon the Demilitarized Zone. The Syrian authorities, when requested by the Chief of Staff to demolish them, had replied that they were ready to do so when the Israelis demolished the permanent fortifications referred to above.

At a meeting with the Chief of Staff of 3 September, the Prime Minister of Israel had stated that Israel could not comply with the request to destroy these fortifications, on the grounds that Syria was violating article I of the General Armistice Agreement.

(*e*) Developments on the Jordan-Israel Armistice Demarcation Line

On 24 and 25 July, two incidents in the Sheikh Abd el Aziz area and on Mount Scopus near Jerusalem, involving extensive exchanges of fire across the Armistice Demarcation Line, represented, as the Secretary-General stated in a report of 3 August 1956 (S/3632), "a greater threat to the policy of cease-fire than had so far arisen".

In a report of 26 September (S/3660), the Chief of Staff reviewed the incidents along the Jordan-Israel Demarcation Line during the period 29 July-25 September, indicating a serious deterioration. The major incidents involved crossing by groups of armed persons from Israel into Jordan; crossing of groups of armed men from Jordan into Israel and an attack on a bus; exchanges of fire between patrols; shooting by machine-gun fire from a Jordanian position at a group of members of an archeological congress inspecting a site at Ramat Rahel in the Jerusalem area; shooting across the Demarcation Line; and attacks by Israel armed forces on three police posts at Rahwa on 11 September, Gharandal on 13 September, and Sharafi near Husan village on 25-26 September.

In a report dated 11 October on subsequent developments (S/3670), the Chief of Staff stated that, on 1 October, the Israel delegation had walked out of a meeting of the Mixed Armistice Commission because the Chairman had indicated his intention of voting, on the basis of the evidence, in favour of a Jordanian amendment to the Israel draft resolution regarding the incident at Ramat Rahel. Representatives of both parties had at different times on previous occasions walked out of meetings of the Mixed Armistice Commission. On this occasion, however, the Israel delegation, in reply to the Chief of Staff, who had drawn their attention to the desirability of requesting an investigation of a serious incident by United Nations military observers, and the desirability of holding an emergency meeting, stated that the Government of Israel could not agree to United Nations military observers investigating this incident. It was already being investigated by the Israel authorities. Until further notice, the policy of the Israel Government would be not to have United Nations military observers investigate Israel's complaints. Since then, the Israel authorities have carried out their own investigations of incidents on their own side of the Demarcation Line.

On 17 October, the Chief of Staff submitted a further report (S/3685) on the attack carried out by Israel forces on the night of 10-11 October on the village of Qalqiliya, in which a police post was demolished with explosives and heavy casualties inflicted. Attention was drawn to the situation which had preceded this incident, in which a party to the General Armistice Agreement had made its own investigations, which were not—and could not be made—subject to check or confirmation by United Nations military observers, had published the results of such investigations, had drawn its own conclusions from them and had undertaken actions by its military forces on that basis.

(*f*) Consideration by the Security Council of complaints by Jordan and Israel

On 15 October, Jordan requested a meeting of the Security Council to consider the serious situation on the Jordan-Israel Armistice Demarcation Line. On 17 October, the representative of Israel requested the inscription on the agenda of a complaint by Israel of persistent violations by Jordan of the Jordan-Israel General Armistice Agreement.

At the Council's meeting of 19 October, both items were placed on the agenda. The representative of Jordan made a statement drawing attention to the attacks by Israel armed forces on the villages of Rahwa, Gharandal, Wadi Fukin, Husan, Qalqiliya, Habla, Sufin, Jayyus and Nabi Ilyas. He described the latest incident at Qalqiliya as an act of aggression that could by no means be described as a border incident. It was "actual war". He attributed it to the expansionist policy of the Israel Government and referred to statements of the Prime Minister of Israel to the effect that the State of Israel had been established in only a part of the land of Israel. He also accused Israel of timing the attacks in such a way as to weaken the combined efforts of the Arab States to solve the Suez Canal problem peacefully and amicably with the western Powers.

At the meeting of 25 October, the Israel representative accused Jordan of persistent violations of the General Armistice Agreement, accompanied and stimulated by the utterances of the King and political and military leaders of Jordan, setting the destruction of Israel as their aim. He reviewed incidents from which Israel had suffered since May 1956, and referred to repeated condemnations of Jordan by the Mixed Armistice Commission. These had had no effect. The Israel representative referred to the activities of *fedayeen* gangs, which he described as part of the Jordan military establishment, supplied, armed and trained by the Jordan Army and based on border villages. Egypt and Jordan jointly shared, in his view, responsibility for this part of the attack upon Israel from Jordan territory. He asserted that any Government in the position of Israel would have acted as Israel had, and possibly sooner.

The Israel representative also stated that the Security Council, the Secretary-General, UNTSO and the Mixed Armistice Commission had not been able to make the life of any single Israeli citizen safer than it would otherwise have been. Consequently, his Government did not attach primary importance to "routines of verbal condemnations and of investigations". He asserted that Israel was prepared faithfully to observe the cease-fire so long as the cease-fire was faithfully observed by the other side. Israel would start no war. Israel would initiate no violence.

Consideration of this problem was not resumed in the period covered by the present report.

2. The Suez Canal question (July-October 1956)

On 26 July 1956, Egypt proclaimed the nationalization of the Suez Canal Company and placed in the hands of an Egyptian operating authority management of the Canal traffic which, in 1955, amounted to some 14,000 ships with a net tonnage of some 107 million tons. The decree provided for compensation on the basis of the market value of the shares on 25 July upon receipt of all the assets and property of the Canal Company.

Nationalization of the Canal Company was followed by a series of events which included lengthy negotiations over how to settle the Suez question, the further deterioration of the situation, especially along the Egyptian-Israel and Jordan-Israel Armistice Demarcation Lines in September and October, and military action in Egypt by Israel and Anglo-French forces. After eventually successful efforts by the United Nations to obtain the withdrawal of those forces, involving the creation of the United Nations Emergency Force and clearance of the blocked Suez Canal under United Nations auspices, there came renewed negotiations concerning the Canal and renewed efforts to promote

peaceful conditions in the area by re-establishing full compliance with the Armistice Agreement.

After the nationalization of the Canal in July 1956, France, the United States of America and the United Kingdom agreed, in talks at London between 29 July and 2 August 1956, that the Egyptian action threatened "the freedom and security of the Canal as guaranteed by the Convention of 1888", and the United Kingdom issued invitations to a conference in London of parties to the 1888 Convention and of other nations largely concerned with the use of the Canal. The announced purpose was to consider steps to establish operating arrangements under an international system designed to assure operation of the Canal as guaranteed by the Convention, consistently with legitimate Egyptian interests.

Meanwhile, Egypt had seized the Canal, its installations and all property of the Canal Company in Egypt. France and the United Kingdom countered by refusing to pay tolls to the new Egyptian operating authority. Together with the United States, they blocked all Egyptian accounts, including those of the Canal Company.

Egypt refused to attend the London Conference, stating that it had been convened without consulting Egypt to discuss the future of an integral part of that nation's territory. Egypt proposed instead a conference of the forty-five users of the Canal to reconsider the Constantinople Convention of 1888 and to confirm and guarantee freedom of navigation through the Canal.

At the London Suez Conference held between 16 and 24 August 1956, eighteen of the twenty-two Powers who attended agreed on proposals to be presented to Egypt. The eighteen Powers proposed a definite system to guarantee at all times and for all Powers free use of the Canal, with due regard to the sovereign rights of Egypt. The system was to assure: (1) efficient operation and development of the Canal and a free, open and secure international waterway; (2) insulation of that operation from the politics of any nation; (3) an equitable financial return to Egypt, increasing as the Canal was enlarged and used by more shipping; and (4) Canal dues as low as was consistent with the above provisions. To achieve those results, a Suez Canal Board was to operate, maintain and develop the Canal, the Board to include Egypt and to make periodic reports to the United Nations. There would be an arbitral commission to settle disputes and effective sanctions which would treat any use or threat of force to interfere with the operating of the Canal as a threat to peace and violation of the Charter.

At the Conference, India offered a compromise solution between the position of the majority and exclusive control and management of the operation and development of the Canal by Egypt. It proposed a consultative body which would advise Egypt in accordance with the interest of the users of the Canal and would maintain contacts with the United Nations. This proposal was supported by Ceylon, Indonesia and the Union of Soviet Socialist Republics.

The eighteen-Power plan was presented to the Egyptian Government in Cairo on 3 September 1956, by a five-nation Committee headed by the Prime Minister of Australia. On 9 September, the Committee reported rejection of the plan by the Government of Egypt which, it stated, resisted any control or management of the operation and development of the Canal by anybody other than itself. In a memorandum of 10 September, Egypt stated that the essence of the proposals was the establishment of international, in place of Egyptian, control over the Canal and stipulations for sanctions. It proposed instead the establishment of a negotiating body representative of the different user views to seek solutions for questions relating to freedom of navigation of the Canal, its development and equitable tolls. This proposal, which Egypt announced had been accepted by twenty-one States, was considered by the second London Suez Conference, held between 19 and 21 September by the supporters of the eighteen-Power plan, as too imprecise to afford a useful basis for discussion.

On 12 September, the representatives of France and the United Kingdom informed the Security Council that the situation created by the action of Egypt in attempting unilaterally to bring to an end the system of international operation of the Suez Canal which was confirmed and completed by the Convention of 1888 might endanger the free and open passage of shipping through the Canal. The refusal of Egypt to negotiate on the eighteen-Power proposals which, in their opinion, offered means for a just and equitable solution, was regarded by them as an aggravation of the situation which, if allowed to continue, would constitute a manifest danger to peace and security.

On the same day, the Prime Minister of the United Kingdom announced that, in agreement with France and the United States, an association would be set up to enable the users of the Canal to exercise their rights. The second London Suez Conference provided for a voluntary Suez Canal Users Association, a body originally suggested by the United States. The Association, of which fifteen of the eighteen conferring nations became members, was an interim formula pending a more permanent solution, designed to assist its members in the exercise of their rights as users of the Canal in consonance with the 1888 Convention, with due regard for the rights of Egypt.

Meanwhile, on 15 September, a statement by the USSR, transmitted to the Security Council, declared that military preparations of the United Kingdom and France, conducted with the support of the United States, for the purpose of exerting pressure on Egypt over the Suez question, were grossly at variance with the principles of the Charter and could not be regarded otherwise than as an act of aggression against Egypt, which had exercised its legitimate rights as a sovereign State in nationalizing the private Suez Canal Company. The USSR was convinced that the important questions of freedom of navigation and normal functioning of the Canal could and must be solved by peaceful means and expressed support for the Egyptian proposals of 10 September. The USSR could not stand aside from the Suez problem because any violation of peace in the area could not but affect its security.

On 17 September, Egypt informed the Council by letter that the claim stated in the Anglo-French letter of 12 September that the Company was part of the system established by the Convention of 1888 was considered devoid of any legal, historical or moral foundation. The act of nationalization had been taken by Egypt in the full exercise of its sovereign rights and Egypt had simultaneously reaffirmed its determination to continue to guarantee the freedom of passage through the Canal in conformity with the 1888 Convention, which

did not in any way deprive Egypt of its right to administer the Canal. Reviewing threats of force and hostile economic measures taken by France and the United Kingdom, the letter contrasted Egypt's proposals for negotiating with the proposed Suez Canal Users Association, which was declared incompatible with the sovereign rights of Egypt and a violation of the 1888 Convention. Such acts, it concluded, were aimed, particularly by France and the United Kingdom, at taking virtual possession of the Canal and destroying the very independence of Egypt. The proposed Association was especially unjustifiable in view of the fact that for nearly sixty days, and in spite of the difficulties created by France, the United Kingdom and the former Suez Canal Company, the traffic had been going on with regularity and efficiency, with more ships passing than during the corresponding period of 1955.

After these developments and negotiations outside the framework of the United Nations had failed to produce a solution, the parties principally concerned brought the problem before the Organization. On 23 September, France and the United Kingdom requested the convening of the Security Council to consider the situation brought to the Council's attention by their letter of 12 September. On 24 September, Egypt requested an urgent meeting to consider actions against Egypt by some Powers, particularly France and the United Kingdom, which constituted a danger to international peace and security and were serious violations of the Charter of the United Nations.

On 26 September, the Council included both items in its agenda and decided to give priority to the discussion of the item submitted jointly by the United Kingdom and France. The question was discussed at seven open meetings and three closed meetings held between then and 13 October, in which the representative of Egypt took part.

The representative of Israel and the representatives of Iraq, Jordan, Lebanon, Libya, Saudi Arabia, Syria and Yemen also sought to participate in the discussion of the item proposed but action on their request was postponed. In accordance with an invitation extended by the Security Council on 13 October, all these representatives, however, submitted by letter their views on the question.

The Council, at its next meeting on 5 October, had before it a draft resolution submitted by France and the United Kingdom by which the Council, recognizing that, in subjecting to exclusive Egyptian control the operation of an international public service, the Egyptian Government had created a situation likely to endanger the maintenance of international peace and security, would: (1) reaffirm the principle of freedom of navigation of the Suez Canal in accordance with the Suez Canal Convention of 1888; (2) endorse the proposals advanced by eighteen of the twenty-two States which had attended the August conference in London, as suitably designed to bring about a solution of the question by peaceful means and in conformity with justice; (3) recommend that the Government of Egypt should co-operate by negotiation in working out, on the basis of those proposals, a system of operation to be applied to the Canal and should co-operate with the Suez Canal Users Association established at the second London conference in September to assist its members in the exercise of their rights.

During the meetings, the discussion ranged over the history of the Canal and the legal status of the Suez Canal Company, the economic importance of the Canal, in particular its role in the transport of Middle Eastern oil, and the political background and implications of nationalization of the Canal. It was said that the crux of the problem was to bring Egypt's sovereign rights with regard to the Suez Canal into harmony with the legitimate interests of the world community in obtaining adequate assurances regarding the freedom and security of navigation established by the Convention of 1888 through a waterway of exceptional international importance.

While no supporter of the Anglo-French draft resolution questioned Egyptian sovereignty over the Canal or the principle of the right of nationalization, it was urged that Egyptian sovereignty did not mean absence of international rights, and some maintained that nationalization of the Suez Canal Company was illegal. The character of the Canal as an international waterway dedicated to the free passage of the vessels of all nations had been guaranteed for all time by the 1888 Convention. The act of nationalization had upset the balance of the system of the concessions, the Turkish declaration of 1873 regarding tolls and the Constantinople Convention of 1888, which had safeguarded the rights of Egypt and the users.

The real issue, it was said, was respect for international obligations. Emphasizing the great blow which international confidence had suffered through the behaviour of Egypt, with no resulting protection of the real interests of the Egyptian people, and stressing that apprehensions had increased to the point of justifying precautionary moves, speakers drew attention to the following factors, among others: the summary cancellation without notice of the Company's concession that ran until 1968, after Egypt had reaffirmed the 1888 Convention in the Anglo-Egyptian Agreement of 19 October 1954; the repudiation of an agreement of 10 June 1956 under which the Company was to invest in Egypt large sums of money; statements to the effect that the action was a form of political retaliation for the negative attitude the United States had adopted towards financing the Aswan Dam and that the revenues of the Canal would be used to build the Dam; and the possible consequences of Egypt's action upon the international flow of capital to under-developed countries.

It was further declared that not only were the economic future and vital interests of many countries east and west of the Canal at stake, but so was the system of operation likely to bring the greatest material benefits to the people of Egypt. If the Canal could be used as an instrument of national policy by any Government which physically controlled it, no nation depending on the Canal could feel secure. An instance of discrimination was the refusal of Egypt to allow passage of Israeli vessels in accordance with the Security Council resolution of 1 September 1951.[1]

Adequate guarantees of the rights of users must, it was maintained, be more than promises. Egypt could not require user countries to accept a purely Egyptian authority for operation of the Canal. The eighteen-Power proposals were designed to ensure that the international aspects of the system for the operation of the Canal should be preserved in the future. All emphasized the need of a settlement which was not only a peaceful

[1] In a series of letters between June and September 1956, Israel had protested to the Security Council that Egypt had prevented the passage of the Greek ship *Pannegia* bound from Haifa to Eilat, Israel, and had confiscated the Israeli vessel *Bat Galim*, which had been seized in September 1954.

one but one in conformity with the principles of justice and international law. Justice, it was said, required that operation of this international utility should be insulated from the politics of any nation. The problem could not, said another, be solved just by half-way measures which related only to peace.

Opponents of the Anglo-French draft resolution, on the other hand, maintained that nationalization of the Suez Canal Company, an Egyptian company which had amortized its capital many times over, was a legitimate act of Egyptian sovereignty. The claim that the Canal Company was part of the system established by the Convention of 1888 was wholly unwarranted. The question of ownership and operation of the Canal, which was under Egyptian jurisdiction, had nothing to do, it was said, with Egypt's international obligations under the 1888 Convention to ensure free passage. Egypt had been faithfully discharging those obligations. Despite many obstructions put in the way, navigation through the Canal had been proceeding with perfect efficiency, and nationalization of the Canal Company could not conceivably endanger international peace and security.

The different plans of the western Powers for settling the Suez problem, including the Anglo-French draft resolution, were violating Egypt's sovereignty by interfering in its internal affairs and imposing an international authority as the master of the Canal.

The problem, it was recognized, was of vital interest to a large number of user countries, but of at least equal interest to Egypt, as the sovereign Government concerned. Emphasis was laid on Egypt's offers to negotiate on equal terms a peaceful and just solution. What Egypt refused, it was said, was not negotiation but dictation.

On 8 October, the representative of Egypt restated his Government's willingness to negotiate a peaceful settlement on the basis of the 1888 Convention principle of guaranteeing for all and for all time the freedom of navigation in the Suez Canal with a view to (1) establishing a system of co-operation between the Egyptian operating authority and the users, taking into account the sovereignty and rights of Egypt and the interests of the users; (2) establishing an equitable system of tolls; and (3) allotting a reasonable percentage of the Canal revenues for improvements.

After the general debate, the Council discussed the problem in three closed meetings held between 9 and 12 October. As the meetings proceeded, exploratory conversations on the question were held by the Ministers for Foreign Affairs of Egypt, France and the United Kingdom, in the presence of the Secretary-General. At the next open meeting of the Council, on 13 October, the United Kingdom and France submitted another draft resolution under which, as amended at the suggestion of the representative of Iran, the Council, noting the account of the Secretary-General on these exploratory conversations, would: (1) agree that any settlement of the Suez question should meet the following requirements: (i) there should be free and open transit through the Canal without discrimination, overt or covert—this covered both political and technical aspects; (ii) the sovereignty of Egypt should be respected; (iii) the operation of the Canal should be insulated from the politics of any country; (iv) the manner of fixing tolls and charges should be decided by agreement between Egypt and the users; (v) a fair proportion of the dues should be allotted to development; and (vi) in case of disputes, unresolved affairs between the Suez Canal Company and the Egyptian Government should be settled by arbitration with suitable terms of reference and suitable provisions for the payment of sums found to be due; (2) consider that the eighteen-Power proposals corresponded to those requirements, while recognizing that other proposals, corresponding to the same requirements, might be submitted by the Egyptian Government; (3) note that that Government, while declaring its readiness to accept the principle of organized collaboration between an Egyptian Authority and the users, had not yet formulated sufficiently precise proposals to meet those requirements; (4) invite the Governments of Egypt, France and the United Kingdom to continue their interchanges and, in this connexion, invite the Egyptian Government to make known promptly its proposals for a system meeting those requirements; and (5) consider that, meanwhile, the Suez Canal Users Association, which had been qualified to receive the dues payable by ships belonging to its members, and the competent Egyptian authorities, should co-operate to ensure the satisfactory operation of the Canal and free and open transit through the Canal in accordance with the 1888 Convention.

The representative of Egypt expressed the hope that the Council would adopt the first part of the new draft resolution which outlined the six basic principles which had been presented to the Council by the Secretary-General. His delegation thought the expression of the third principle, insulation of the Canal from politics, allowed scope for contradictory interpretations and that its purpose would best be guaranteed by renewal or reaffirmation of the 1888 Convention. He said that the practical approach to a peaceful settlement was by negotiation on the concrete proposals made by Egypt on 8 October and at the six recent meetings of the Ministers for Foreign Affairs of France, the United Kingdom and Egypt in the presence of the Secretary-General. The approach outlined in the second part of the draft resolution would make the Canal the prey of the politics of many nations.

The representative of Yugoslavia, opposing the second part of the Anglo-French draft resolution, which offered no basis for agreement, submitted a draft resolution which included the six requirements of the first operative paragraph of the two-Power draft and also recommended that the negotiations should be continued, requested the Secretary-General to offer, if necessary, his assistance, and called on all the parties concerned to abstain from measures which might impair the negotiations.

On 13 October, the Council voted on the amended Anglo-French draft resolution in two parts. The first part outlining the six requirements was adopted unanimously. The second received 9 votes in favour to 2 against (USSR, Yugoslavia), and was not adopted since one of the negative votes was that of a permanent member. The representative of Yugoslavia said that he would not press for a vote on his draft resolution.

On 15 October, the Minister for Foreign Affairs of Egypt drew the Council's attention to the statement made by the Prime Minister of the United Kingdom on 13 October, after Egypt had accepted the six principles of the Council's resolution of that date and had not pressed for consideration of the next agenda item in view of the importance of providing the proper atmosphere for future negotiations. That statement had announced a continuation of military measures in the

Eastern Mediterranean and had added that force was the last resort but could not be excluded.

Between 13 and 19 October, the Secretary-General held private talks with the Minister for Foreign Affairs of Egypt and, on 24 October, set out in a confidential letter to him his conclusions on possible arrangements for meeting the six "requirements" which would have to be studied if exploratory talks between the three Governments directly concerned were to be resumed. The Secretary-General stated that he understood that there should be no difficulty as regards (1) legal reaffirmation to all the obligations under the 1888 Convention and widening those obligations to cover the question of maximum of tolls; maintenance and development, and reporting to the United Nations; (2) the Canal Code and regulations, with revisions to be subject to consultation; (3) the question of tolls and charges and the reservation of a proportion for development, both of which would be subject to agreement; (4) the question of disputes between the Suez Canal Company and the Egyptian Government, which seemed fairly well covered by the sixth principle; and (5) the *principle* of organized co-operation between an Egyptian authority and the users. "Organized co-operation" required provision for necessary joint meetings between an organ on the Egyptian side and a representation of the users entitled to raise all matters affecting the users' rights or interests, for discussion and consultation or by way of complaint, but exercising its functions so as not to interfere with the administrative functions of the operating organ. Such organized co-operation would not give satisfaction to the three first requirements unless completed with arrangements for fact-finding, reconciliation, recourse to appropriate juridical settlement of possible disputes, and guarantees for execution of the results thereof. Suggested methods of juridical settlement included a standing local organ for arbitration, the International Court of Justice, of which the jurisdiction should in this case be mandatory, and the Security Council. Normal rules should apply concerning implementation of findings of a United Nations organ. The parties should undertake to carry out in good faith awards of organs of arbitration. "In case of a complaint because of alleged non-compliance with an award, the same arbitration organ which gave the award, should register the fact of non-compliance. Such a 'constatation' would give the complaining party access to all normal forms of redress, but also the right to certain steps in self-protection, the possible scope of which would be subject to an agreement in principle."

If there were no objection in principle to that set of arrangements, the Secretary-General would, from a legal and technical point of view, consider the framework sufficiently wide to make a further exploration of a possible basis for negotiations along the lines indicated worth trying.

On 2 November, the Secretary-General received a reply to his letter of 24 October. In his reply the Egyptian Foreign Minister declared that, with the exception of the part referring to entitlement to certain action in self-protection quoted above, he shared the view of the Secretary-General that the framework was sufficiently wide for the purpose expressed.

On 3 November the Secretary-General circulated these letters, which represented in his opinion a significant further development in the consideration of the matter as initiated by the Security Council.

3. Intervention by Israel and by France and the United Kingdom in Egypt

(*a*) Consideration by the Security Council (29-31 October 1956)

On 29 October 1956, the United States informed the Security Council by letter that armed forces of Israel had penetrated deeply into Egyptian territory in violation of the Armistice Agreement between Israel and Egypt and requested an immediate meeting to consider "The Palestine question: steps for the immediate cessation of the military action of Israel in Egypt". The Council considered the question at four meetings between 30 October and 1 November in which the representatives of Egypt and Israel participated.

The representative of the United States opened the morning meeting on 30 October by stating that his Government believed it imperative that the Council should act in the promptest manner to determine that a breach of the peace had occurred, to order that the military action undertaken by Israel should cease immediately, and to make clear its view that the Israel armed forces should immediately withdraw behind the established Armistice Lines.

The Secretary-General then reported that, according to the Chief of Staff of the Truce Supervision Organization, Israel troops had crossed the international frontier and had occupied positions in Sinai in violation of the General Armistice Agreement and the Council's cease-fire order of 11 August 1949. The Chief of Staff had that morning requested the withdrawal of the troops, and also a cease-fire, in which the concurrence of Egypt had been asked.

At the same meeting, the representative of Egypt stated that Israel had committed the most serious act of armed aggression since the conclusion of the Armistice Agreements between the Arab countries and Israel. He emphasized that the armed and unprovoked attack on Egypt, after Israel had ordered general mobilization, constituted an act of war and demonstrated beyond any doubt the aggressive and expansionist aims of Israel's policy.

The representative of Israel then stated that *fedayeen* units from Egypt had created the latest breach of the peace by invading the territory of Israel from Egypt. On the evening of 29 October, Israel had taken security measures to eliminate the Egyptian *fedayeen* bases in the Sinai peninsula.

In a later intervention, he asserted that, in recent months, it had become apparent that the Arab Governments, and especially Egypt, had come to regard the *fedayeen* weapon, initially used in 1955, as an instrument not for mere harassment but for Israel's destruction. He rejected charges of aggression and asserted the sovereign right of self-defence.

The representative of the United Kingdom opened the 749th meeting on the afternoon of 30 October with a statement based upon remarks made that morning before the House of Commons by the British Prime Minister. Describing the tension that for some time past had been increasing on the frontiers of Israel, and pointing out that, unless hostilities could quickly be stopped, free passage through the Suez Canal would be jeopardized, he informed the Council that the United Kingdom and French Governments had that afternoon

addressed urgent communications to Egypt and Israel, calling upon both sides to stop all warlike action by land, sea and air forthwith, and to withdraw their military forces to a distance of ten miles from the Canal. They had asked the Egyptian Government to agree that Anglo-French forces should move temporarily into key positions at Port Said, Ismailia and Suez. If, on the expiration of twelve hours, either or both Governments had not undertaken to comply with these requirements, British and French forces would intervene in whatever strength might be necessary to secure compliance.

Since the time-limit was to expire the next morning, 31 October, the representative of Egypt requested an evening meeting of the Council to consider the act of aggression involved in the Anglo-French threat of force and the imminent danger of occupation of Egyptian territory.

Before the Council at the time was a draft resolution submitted by the United States whereby the Council would: (1) call for an immediate Israel withdrawal behind the established armistice lines; (2) call upon all Members to refrain from the use of force or threat of force in the area, to assist the United Nations in ensuring the integrity of the armistice agreements, and to refrain from giving any military, economic or financial assistance to Israel so long as it had not complied with the resolution; and (3) request the Secretary-General to keep the Council informed on compliance with the resolution and to make recommendations for the maintenance of international peace and security in the area.

The representative of the United States urged adoption of this draft resolution without delay to meet the situation created by the present military penetration of Egypt; he accepted a change suggested by several members to add another paragraph at the beginning, reading as follows: "Calls upon Israel and Egypt immediately to cease fire".

In the course of the discussion, the majority of the speakers welcomed the initiative of the representative of the United States and considered that it was the Council's urgent task to secure a cessation of hostilities and the withdrawal of Israel forces from Egyptian territory.

The representative of France, however, opposed the draft resolution, and said that the Council could not condemn Israel in view of the openly affirmed Egyptian policy of annihilation of Israel, the expansion of Egyptian imperialism, open intervention in French internal affairs, direct material assistance to rebellious citizens, and Egypt's illegal seizure of an essential international waterway. The Franco-British communications to Egypt and Israel were designed, he said, to secure effective separation of the belligerents and to guarantee freedom of transit through the Canal.

The United States draft resolution, as amended, received 7 votes in favour, 2 against (France, United Kingdom), with two abstentions (Australia, Belgium), but was not adopted due to the negative votes cast by two permanent members of the Council.

The representative of the USSR then introduced a draft resolution by which the Council would call upon Israel immediately to withdraw its armed forces behind the established armistice lines. He accepted an amendment proposed by China adding a paragraph calling upon Israel and Egypt immediately to cease fire.

At the 750th meeting in the evening of 30 October, the USSR draft resolution, as amended, received 7 votes in favour, 2 against (France, United Kingdom), with 2 abstentions (Belgium, United States), but was not adopted due to the negative vote cast by two permanent members.

The Council at the evening meeting also had on its agenda a letter dated 30 October from the representative of Egypt concerning the communication of that date presented to Egypt by France and the United Kingdom. He declared that its authors seemed to have lost sight of the fact that the Suez Canal area and the Canal itself were an integral part of Egypt. Egypt had been the victim of Israel aggression, its territory had been invaded, and it had been obliged to use force. For the French and United Kingdom Governments to try unilaterally to settle a question already brought before the Security Council was an entirely unjustifiable violation of the Charter. Until the Council took the necessary measures, Egypt had no choice but to defend itself and to protect its rights against aggression.

Before the meeting adjourned, the representative of Yugoslavia suggested the possibility of calling an emergency session of the General Assembly under the terms of Assembly resolution 377 (V) on "Uniting for Peace", since the use of the veto had rendered the Council powerless in the face of a situation deteriorating by the minute.

When the Council resumed discussion the next afternoon, 31 October, reports had been received that French and British aircraft had begun air attacks against military targets in Egypt. The Suez Canal subsequently was blocked when Egypt sank ships in the Canal, closing it to navigation. The Secretary-General was the first speaker at the meeting. Stating that he would himself have called for a meeting of the Council had not the initiative already been taken, he declared that, as a servant of the Organization, he had the duty to maintain his usefulness by avoiding public stands on conflicts between Member nations unless and until such an action could help to resolve the conflict. However, the discretion and impartiality imposed on the Secretary-General by the character of his immediate task could not degenerate into a policy of expediency. He had also to be a servant of the principles of the Charter, and its aims must ultimately determine what for him was right and wrong. For that he must stand. He stated further that a Secretary-General could not serve on any other assumption than that—within the necessary limits of human frailty and honest differences of opinion—all Member nations honoured their pledge to observe all Articles of the Charter. He should also be able to assume that those organs which were charged with the task of upholding the Charter would be in a position to fulfil their task. He concluded that, were the Members to consider that another view of the duties of the Secretary-General than the one stated would better serve the interests of the Organization, it was their obvious right to act accordingly.

The representatives of France and the United Kingdom stated that the Egyptian Government had rejected the Franco-British communication of 30 October. As a consequence, the United Kingdom and French Governments had intervened. The action being taken was strictly limited to military targets, primarily airfields. The intervention had as its overriding purposes the safeguarding of the Suez Canal and the restoration of peaceful conditions in the Middle East; the interven-

tion was a temporary measure; it was not aimed at the sovereignty of Egypt. The representative of the United Kingdom emphasized that he did not condone any Israel action aimed at the occupation of positions in Egyptian territory. It was his view that Israel should withdraw its forces as soon as that could be satisfactorily arranged.

Yugoslavia submitted a draft resolution according to which the Security Council, taking into account that the lack of unanimity of its permanent members at its 749th and 750th meetings had prevented it from exercising its primary responsibility for the maintenance of international peace and security, would decide to call an emergency special session of the General Assembly, as provided in the Assembly's "Uniting for Peace" resolution (377 (V)), in order to make appropriate recommendations.

Both the representatives of France and the United Kingdom held that the draft resolution was out of order. The latter argued that no resolution under Chapter VII of the Charter on the substance of the item then before the Council had been submitted and voted upon, and therefore it could not be determined that the Council had failed to take a decision owing to the lack of unanimity of the permanent members, thus establishing the pre-condition of invoking the procedure of the "Uniting for Peace" resolution. He also declared that neither of the two resolutions voted upon at the previous meeting could be invoked to support the Yugoslav proposal. After rejecting, by 6 votes to 4, with 1 abstention, the proposal of the United Kingdom that the draft resolution should be ruled out of order, the Council voted upon the Yugoslav draft resolution and adopted it by 7 votes to 2 (France, United Kingdom), with 2 abstentions (Australia, Belgium).

(*b*) Action by the General Assembly at its first emergency special session (31 October-5 November 1956)

On 31 October 1956, the Secretary-General informed Member States of the decision of the Security Council on that day to call an emergency special session of the General Assembly under the terms of Assembly resolution 377 (V). The Assembly convened on 1 November and adopted, by 62 votes to 2, with 7 abstentions, the agenda of the session: "Question considered by the Security Council at its 749th and 750th meetings held on 30 October 1956". The Assembly considered the question at seven plenary meetings between 1 and 10 November.

At the first meeting, the United States of America introduced a draft resolution according to which the General Assembly, *inter alia,* would: (1) urge as a matter of priority that all parties involved in hostilities in the area should agree to an immediate cease-fire and, as part thereof, halt the movement of military forces and arms into the area; (2) urge the parties to the Armistice Agreements promptly to withdraw all forces behind the armistice line, to desist from raids across the armistice line into neighbouring territory, and to observe scrupulously the provisions of the Armistice Agreements; (3) recommend that all Member States should refrain from introducing military goods in the area of hostilities and, in general, refrain from any acts which would delay or prevent the implementation of the present resolution; (4) urge that, upon the cease-fire being effective, steps should be taken to reopen the Suez Canal and restore secure freedom of navigation; (5) request the Secretary-General to observe and report promptly on compliance with the resolution to the Security Council and to the General Assembly, for such further action as they might deem appropriate in accordance with the Charter.

In the early hours of 2 November, the Assembly adopted, by a roll-call vote of 64 to 5 (United Kingdom, Australia, France, Israel, New Zealand), with 6 abstentions, the United States draft resolution (resolution 997 (ES-I)).

In pursuance of paragraph 5 of resolution 997 (ES-I), the Secretary-General reported, on 3 November, that the Egyptian Government had accepted the resolution, stating that it could not implement the resolution in case attacking armies continued their aggression. He reported, further, that the Governments of France and the United Kingdom continued to maintain their view that police action must be carried through urgently to stop the hostilities which were now threatening the Suez Canal, to prevent a resumption of those hostilities and to pave the way for a definitive settlement of the Arab-Israel war which threatened the legitimate interests of so many countries. They would stop military action provided that, among other things, the Egyptian and the Israel Governments agreed to accept a United Nations force to keep the peace, the Force to be established and maintained until an Arab-Israel peace settlement was reached and satisfactory arrangements agreed upon in regard to the Suez Canal, both agreements to be guaranteed by the United Nations. The Secretary-General reported further that the Gaza Strip and the Red Sea islands of Tiran and Sinafir had been occupied by Israel military forces, and that air operations over Egyptian territory had continued without interruption.

At the same meeting, the representative of Israel declared that his Government had empowered him to announce that Israel agreed to an immediate cease-fire provided a similar answer was forthcoming from Egypt.

India, jointly with eighteen other African and Asian countries, submitted a draft resolution according to which the General Assembly, noting with regret that not all the parties concerned had yet agreed to comply with resolution 997 (ES-I), would: (1) reaffirm that resolution and once again call upon the parties immediately to comply with its provisions; (2) authorize the Secretary-General immediately to arrange with the parties concerned for the implementation of the cease-fire and the halting of the movement of military forces and arms into the area and request him to report compliance, not later than twelve hours from the time of adoption of the resolution; (3) request the Secretary-General, with the assistance of the Chief of Staff and the members of the United Nations Truce Supervision Organization, to obtain compliance of the withdrawal of all forces behind the armistice lines.

Canada also submitted a draft resolution, according to which, as amended, the Assembly, bearing in mind the urgent necessity of facilitating compliance with resolution 997 (ES-I), would request the Secretary-General to submit within forty-eight hours a plan for the setting up with the consent of the nations concerned, of an emergency international United Nations force to secure and supervise the cessation of hostilities in accordance with all the terms of that resolution.

Earlier in the evening of 3 November, the representative of the United States had submitted two com-

prehensive draft resolutions, one regarding the settlement of the major problems outstanding between the Arab States and Israel, and the other regarding the settlement of the Suez Canal question. Since these were long-range questions, he asked that priority should be given to the Canadian draft resolution concerning an emergency international force.

The Canadian and the nineteen-Power draft resolutions were put to the vote in the early morning of 4 November. The former was adopted by 57 votes to none, with 19 abstentions (resolution 998 (ES-I)); and the latter was adopted by 59 votes to 5, with 12 abstentions (resolution 999 (ES-I)).

On 4 November, the Secretary-General, reporting on implementation of the resolutions of 2 and 4 November 1956, stated that, in response to *démarches* made on the basis of resolution 999 (ES-I), he had as yet received a reply from only one of the four Governments directly concerned. In that reply, the Government of Egypt stated that it accepted the cease-fire resolution of 4 November 1956.

The Secretary-General also reported that the Chief of Staff of UNTSO had advised that the Ministry for Foreign Affairs of Israel had informed him, on 4 November, that the General Armistice Agreement no longer had validity and that he had been asked to order UNTSO personnel out of the Gaza area. Such an order would have been contrary to the instructions he had from the Secretary-General.

In a reply to the Secretary-General, on the same day, the Minister for Foreign Affairs of Israel requested clarification on whether the Government of Egypt (1) had unequivocally agreed to a cease-fire; (2) still maintained that it was in a state of war with Israel; (3) was prepared to negotiate with Israel with a view to the establishment of peace; (4) agreed to cease its economic boycott against Israel; and (5) agreed to recall the *fedayeen* gangs under its control in other Arab countries.

Also on 4 November, the Secretary-General submitted a first report on the plan for an emergency international United Nations force requested in resolution 998 (ES-I). He reported his conclusion that, without waiting for his final report, the Assembly should decide that a United Nations Command for "an emergency international force to secure and supervise the cessation of hostilities in accordance with all the terms" of its resolution 997 (ES-I) of 2 November 1956 should be established; that the Assembly should further appoint, on an emergency basis, Major-General Burns, at present Chief of Staff of UNTSO, to be Chief of the new Command; that General Burns, in that capacity, should be authorized immediately to organize the necessary staff of officers by recruitment from the observer corps of UNTSO and, in consultation with the Secretary-General, from various Member States, drawn from countries which were not permanent members of the Security Council. In the continuing consultations on setting up a United Nations force, he would endeavour to develop a plan by which, as a matter of principle, troops should not be drawn from countries which were permanent members of the Council.

A draft resolution was submitted the same day by Canada, Colombia and Norway whereby the General Assembly would note with satisfaction this first report of the Secretary-General and establish a United Nations Command for an emergency international force to secure and supervise the cessation of hostilities in accordance with all the terms of resolution 997 (ES-I) of 2 November, and authorize immediate recruitment of officers by General Burns, who was appointed Commander. The draft resolution was adopted the next day, 5 November, by 57 votes to none, with 19 abstentions (resolution 1000 (ES-I).

(*c*) Non-compliance by the United Kingdom, France and Israel with the cease-fire resolution of 2 November 1956 of the General Assembly (resolution 997 (ES-I)): request by the USSR for consideration by the Security Council (5 November 1956)

On 5 November 1956, the Minister for Foreign Affairs of the Union of Soviet Socialist Republics requested an immediate meeting of the Security Council to discuss "Non-compliance by the United Kingdom, France and Israel with the decision of the emergency special session of the General Assembly of the United Nations of 2 November 1956 and immediate steps to halt the aggression of the aforesaid States against Egypt". He submitted a draft resolution whereby the Council, noting the fact that resolution 997 (ES-I) of the emergency special session of 2 November 1956 had not been observed by the Governments of the United Kingdom, France and Israel, and proposing that the aforesaid Governments should immediately and not later than twelve hours after the adoption of the resolution cease all military action against Egypt and withdraw within three days their troops from Egypt, would, in accordance with Article 42 of the Charter, consider it essential that all Members of the United Nations, especially the United States of America and the USSR, as permanent members of the Security Council having powerful air and naval forces at their disposal, should give military and other assistance to Egypt by sending armed forces, volunteers, military instructors and other forms of assistance, if the United Kingdom, France and Israel failed to carry out that resolution within the stated time limits.

Before the Council convened that same evening, the Governments of France and the United Kingdom had informed the Secretary-General, in replies to the request for a cease-fire, that they warmly welcomed the idea of interposing an international force between Israel and Egypt to prevent the continuance of hostilities between them, to secure the speedy withdrawal of Israel forces, to take the necessary measures to remove obstructions and restore traffic through the Canal, and to promote a settlement of the problems of the area. As soon as the Israel and Egyptian Governments signified acceptance of, and the United Nations endorsed a plan for, an international force with the above functions, the two Governments, it was stated, would cease all military action.

At the opening of the evening meeting, the Secretary-General informed the Council on the status of his efforts to achieve a cease-fire, which he considered of significance to its considerations. After referring to the United Kingdom and French replies mentioned above, he stated that, by the adoption of resolution 1000 (ES-I) of 5 November, providing for the establishment of a United Nations Command, the Assembly had taken the first decisive step in the implementation of its previous acceptance in principle of a United Nations force to secure cessation of hostilities under all the terms

established in resolution 997 (ES-I) of 2 November on that subject. The Government of Egypt had accepted the Assembly's resolution of 5 November, and might thus be considered as having accepted the establishment of an international force under terms fixed by the United Nations. The Government of Egypt had further accepted the request for a cease-fire without any attached conditions. He added that he had received a further statement from the Government of Israel to the effect that, in the light of Egypt's declaration of willingness to cease fire, Israel wished to confirm its readiness to agree to a cease-fire. The conditions for a general cease-fire would thus, it seemed to him, depend on the possibility of an agreement concerning the plan for an international force. He hoped to present the next day such a plan to the Assembly.

After a brief discussion on the question of the adoption of the agenda, the Council rejected, by 4 votes (Australia, France, United Kingdom, United States) to 3 (Iran, USSR, Yugoslavia), with 4 abstentions (Belgium, China, Cuba, Peru), the adoption of the item proposed by the USSR.

After the vote, several representatives referred to the military action undertaken by the USSR against the people of Hungary and termed the USSR proposal unthinkable. The representatives of Belgium, China, Cuba, Peru and the United States shared the view that consideration of that proposal would only hamper the peace-making process in Egypt which the Assembly in special emergency session had initiated and which was being actively dealt with by the Assembly and the Secretary-General.

(*d*) Action by the General Assembly at its first emergency special session (continued) (5-10 November 1956)

In a further communication of 5 November, Israel informed the Secretary-General that it agreed unconditionally to cease fire and that, since morning, all fighting had ceased between Israel and Egyptian forces.

By 2 November, virtually the whole Sinai peninsula had come under Israel control, Gaza having been occupied on 1 November. The Israel armed forces had occupied the Egyptian positions at the entrance of the Gulf of Aqaba on 4-5 November.

On the morning of the same day, Anglo-French landings had taken place in the Port Said area at the northern entrance to the Canal. Before the Security Council meeting on 5 November (see sub-section (*c*) above), the Secretary-General had, in the light of the other developments, addressed an *aide-mémoire* to the Governments of France and the United Kingdom, regarding an Anglo-French cease-fire. Replies to this *aide-mémoire* were received on 6 November. In those replies, the representatives of the United Kingdom and France stated that their Governments would agree to stop further military operations if the Secretary-General would confirm that Israel and Egypt had accepted an unconditional cease-fire, and that the international force to be set up would be competent to secure the objectives of resolution 997 (ES-I) of 2 November. They proposed that technicians accompanying the Franco-British force should begin at once the urgent task of clearing the Canal. Pending confirmation, their forces, unless attacked, would be ordered to cease fire at midnight 6-7 November.

In a letter of 7 November, the Secretary-General gave the assurances requested in their communications. A cease-fire had then taken effect, after the Anglo-French forces had occupied Port Said and Port Fuad. In his letter, the Secretary-General called attention to a reported statement by the Prime Minister of Israel on that date that the Armistice Lines between Israel and Egypt had no validity and that Israel would not agree to the stationing of a foreign force, no matter how called, in its territory or in any of the areas occupied by it. Regarding the Suez Canal, the Secretary-General added that he was exploring the possibility of having the work carried out under United Nations auspices.

At the meeting of the Assembly on 7 November, the Secretary-General submitted his second report on the requested plan for an emergency international United Nations force. In its decision on the establishment of the United Nations Command on 5 November 1956, the Assembly had decided, the Secretary-General noted, that a force should be set up on the basis of principles reflected in the constitution of the United Nations itself, with its responsible officers appointed, like the Chief of Staff of UNTSO, by the United Nations and fully independent of the policies of any nation.

The recruitment procedure for officers authorized in resolution 1000 (ES-I) afforded an important indication of the character of the Force to be set up. On the one hand, the independence of the Chief of Command in recruiting officers had been recognized. On the other hand, the principle had been established that the Force should be recruited from Member States other than the permanent members of the Security Council. Analysis of the concept of the United Nations Force also indicated that the Assembly intended that the Force should be of a temporary nature, the length of its assignment being determined by the needs arising out of the present conflict. It was further clear that the General Assembly, in its resolution 1000 (ES-I) of 5 November 1956, by the reference to its resolution 997 (ES-I) of 2 November, had wished to reserve for itself the full determination of the tasks of the Emergency Force, and of the legal basis on which it must function. It followed from its terms of reference that there was no intent in the establishment of the force to influence the military balance in the present conflict and, thereby, the political balance affecting efforts to settle the conflict. By the establishment of the Force, therefore, the General Assembly had not taken a stand in relation to aims other than those clearly and fully indicated in its resolution 997 (ES-I) of 2 November.

Functioning, as it would, on the basis of a decision reached under the terms of resolution 337 (V) on "Uniting for Peace", the stationing and operations of the Force, if established, would be limited to the extent that consent of the Governments of the countries concerned was required under generally recognized international law. The Secretary-General stated, further, that there was an obvious difference between establishing the Force in order to secure the cessation of hostilities, with a withdrawal of forces, and establishing such a Force with a view to enforcing a withdrawal of forces.

As to the functions of the Force, the Secretary-General stated that in accordance with resolution 997 (ES-I) they would be, when a cease-fire was established, to enter Egyptian territory, with the consent of the Egyptian Government, in order to help maintain quiet during

and after the withdrawal of non-Egyptian troops, and to secure compliance with the other terms established in that resolution. The Force obviously should have no rights other than those necessary for the execution of its functions, in co-operation with local authorities. It would be more than an observers' corps, but in no way a military force temporarily controlling the territory in which it was stationed; nor, moreover, should the Force have military functions exceeding those necessary to secure peaceful conditions on the assumption that the parties to the conflict took all necessary steps for compliance with the recommendations of the General Assembly. Its functions could, on that basis, be assumed to cover an area extending roughly from the Suez Canal to the Armistice Demarcation Lines established in the Armistice Agreement between Egypt and Israel.

Referring to the questions of size and organization of the Force, the Secretary-General reported that general experience seemed to indicate that it was desirable that countries participating in the Force should provide self-contained units in order to avoid the loss of time and efficiency which was unavoidable when new units were set up through joining together small groups of different nationalities. Initially, the Force would have to be composed of a few units of battalion strength. It was his endeavour in the approaches to Governments to build up a panel sufficiently broad to permit such a choice of units as would provide for a balanced composition. Attached to the Secretary-General's report as annexes were offers of participation in the Force from six Member States. Subsequently, eighteen other such offers were made in addition to three offers of logistical support.

As regards the question of financing the Force, the Secretary-General reported that it required further study but a basic rule which, at least, could be applied provisionally, would be that a nation providing a unit would be responsible for all costs for equipment and salaries, while all other costs should be financed outside the normal budget of the United Nations.

Finally, the Secretary-General suggested that an advisory committee to the Secretary-General should be established to consider matters left open and for questions relating to the operations.

The Secretary-General later replied to requests for clarification made during the debate. The representative of Syria had expressed the fear that, in case of non-compliance by Israel with the request for the withdrawal of forces behind the Armistice Demarcation Line, there might arise, on the basis of the position taken in his report, a situation where Egypt would be presented with a *fait accompli,* as the United Nations Force was not at present established with a view to enforcing the withdrawal of forces. The Secretary-General replied that, were that unfortunate situation to arise, he would consider it his duty to bring it at once to the attention of the General Assembly or of the Security Council.

In reply to a further question, the Secretary-General stated that it followed, in his view, from resolution 997 (ES-I) that all non-Egyptian forces—with the exception of the United Nations Force, which would be there with the consent of the Egyptian Government—had to withdraw from Egyptian territory, "Egyptian territory" in that context being understood in the sense which followed from international law and the Armistice Agreement.

As to his indication of the area within which the United Nations Force would have to operate, he had meant that the Force would have to come in at what was at present the dividing line between the Egyptian and Israel forces. It was at whatever might come to be the dividing line that it would have to function. That meant that United Nations activities would have to start close to the Suez Canal, but that after the expected compliance with the recommendations of the General Assembly they would end up at the Armistice Demarcation Line.

At the same meeting, Denmark introduced a draft resolution in the name of Argentina, Burma, Ceylon, Denmark, Ecuador, Ethiopia and Sweden, according to which, as later amended, the General Assembly, recalling its resolutions of 2, 4 and 5 November 1956, and noting with appreciation the second and final report of the Secretary-General, would: (1) express its approval of the guiding principles for the organization and functioning of the Force as expounded in that report; (2) concur in the definition of the functions of the Force as stated; (3) invite the Secretary-General to continue discussions with Member Governments concerning offers of participation in the Force, toward the objective of its balanced composition; (4) request the Chief of Command, in consultation with the Secretary-General as regards size and composition, to proceed forthwith with the full organization of the Force; (5) approve, provisionally, the basic rule concerning the financing of the Force laid down in the report; (6) establish an Advisory Committee composed of one representative from each of the following countries: Brazil, Canada, Ceylon, Colombia, India, Norway and Pakistan, and request the Committee, whose Chairman should be the Secretary-General, to undertake the development of those aspects of the planning for the Force and its operation not already dealt with by the Assembly and which did not fall within the area of the direct responsibility of the Chief of Command; (7) authorize the Secretary-General to issue all regulations and instructions which might be essential to the effective functioning of the Force, following consultation with the Advisory Committee, and to take all other necessary administrative and executive actions; (8) determine that, following the fulfilment of the immediate responsibilities defined for it in points (6) and (7), the Advisory Committee should continue to assist the Secretary-General in the responsibilities falling to him under the present and other relevant resolutions; (9) decide that the Advisory Committee, in the performance of its duties, should be empowered to request through the usual procedure, the convening of the Assembly and to report to it whenever matters arose which, in its opinion, were of such urgency and importance as to require their consideration; and (10) request all Member States to afford assistance as necessary to the United Nations Command in the performance of its functions, including arrangements for passage to and from the area involved.

The representative of Poland proposed the inclusion of Czechoslovakia in the list of members of the Advisory Committee. The Polish amendment was rejected by 31 votes to 23, with 14 abstentions.

The seven-Power draft resolution, as amended, was adopted on 7 November by 64 votes to none, with 12 abstentions (resolution 1001 (ES-I)).

The representative of the USSR, in explaining his vote, commented that, as regards the creation and stationing on Egyptian territory of an international police force, the Soviet delegation was obliged to point out that the Force was being created in violation of the United Nations Charter. He cited Chapter VII of the Charter as empowering only the Security Council, not the General Assembly, to set up an international armed force and to take such action as it deemed necessary.

Another draft resolution was introduced on 7 November by the representative of Ceylon on behalf of nineteen African-Asian nations, whereby the Assembly would: (1) reaffirm its resolutions of 2, 4 and 5 November; (2) call upon Israel once again to withdraw immediately all its forces behind the armistice lines established by the Armistice Agreement; (3) call upon the United Kingdom and France once again immediately to withdraw all their forces from Egyptian territory, consistently with the above-mentioned resolutions; (4) and request the Secretary-General promptly to report on compliance with the resolution.

The nineteen-Power draft resolution was adopted on the same day by a roll-call vote of 65 to 1 (Israel), with 10 abstentions (resolution 1002 (ES-I)).

By a letter dated 8 November, the representative of Israel informed the Secretary-General that his Government would withdraw its forces from Egypt immediately after the conclusion of satisfactory arrangements with the United Nations in connexion with the Emergency International Force, while at the same time urgently requesting the United Nations to call upon Egypt for an affirmative response to the last four questions posed by the Minister for Foreign Affairs of Israel in her reply of 4 November to the Secretary-General (see subsection (*b*) above).

At the plenary meeting on 10 November, a draft resolution by the United States was circulated whereby the General Assembly would: (1) decide to place on the provisional agenda of the eleventh regular session (which was to open on 12 November) as a matter of priority the question on the agenda of its first emergency special session; (2) refer to that session for its consideration the records of the meetings and the documents of the first emergency special session; and (3) request it to give urgent consideration to the United States draft resolutions on the Palestine and Suez Canal questions. The draft resolution, as amended by the representative of the United States to delete point (3), was adopted by a roll-call vote of 66 to none, with 2 abstentions (resolution 1003 (ES-I)).

4. Action by the General Assembly at its eleventh session to secure the withdrawal of Israel, French and United Kingdom forces from Egypt and to promote peaceful conditions in the Palestine area (November 1956-March 1957)

(*a*) Renewed call by the General Assembly for the withdrawal of Israel, French and United Kingdom forces from Egypt (resolution 1120 (XI) of 24 November 1956)

On 13 November, the General Assembly, without objection, decided to include in its agenda and to consider directly in plenary meeting the question considered by its first emergency special session between 1 and 10 November. The Assembly discussed various phases of the question at four groups of meetings between 23 November 1956 and 8 March 1957: seven meetings between 23 and 27 November; five between 18 and 21 December 1956; twelve meetings between 17 January and 2 February 1957; and nine between 22 February and 8 March.

Between 15 and 18 November 1956, the Secretary-General visited Egypt and held conversations in Cairo with the President and Minister for Foreign Affairs of Egypt. The results of these conversations were put before the Assembly on 23 November in reports to which further reference is made below. An *aide-mémoire* from the Minister for Foreign Affairs of Egypt of 17 November noted that in the conversations in Cairo attention had been called to the fact that, thirteen days after the latest Assembly resolution calling for withdrawal, the armed forces of France, the United Kingdom and Israel had not only not withdrawn from Egyptian territory but had consolidated their positions. Attention had also been called to provocative acts by those forces in the Port Said and Suez Canal area. A letter from the representative of Egypt dated 21 November subsequently drew attention to continuing actions by the Anglo-French forces against the civilian population of Port Said.

The Secretary-General stated in a report dated 21 November (A/3384) that in compliance with resolutions 997 and 1002 (ES-I) of 2 and 7 November, he had on 19 November orally requested the Governments of France, the United Kingdom and Israel to inform him of the status of their compliance with those resolutions. While all three Governments had reported that they were strictly observing the cease-fire despite certain breaches by Egypt, France had reported on 21 November a partial withdrawal and expressed readiness to withdraw when the United Nations Emergency Force was in a position to function. The United Kingdom reply, also of 21 November, had stated that no significant withdrawal had yet taken place, though it had been agreed that a unit of UNEF would that day enter Port Said and, as an indication of its intentions, the United Kingdom Government was withdrawing at once one infantry battalion from Port Said. As UNEF became effective, other withdrawals would take place. Israel had reported withdrawal of its forces for varying distances along the entire Egyptian front, and also the withdrawal since 7 November of the equivalent of two infantry brigades from Egyptian territory into Israel. Israel had reiterated its position of 8 November that it would withdraw from Egypt immediately upon the conclusion of satisfactory arrangements in connexion with the international Force, those arrangements to include insurance of Israel's security against the danger of attack and acts of belligerency, and satisfactory information on the method proposed for the discharge of all the functions of UNEF. Israel had stated that it had not yet had the opportunity of discussing those arrangements with the United Nations.

On 21 November, twenty-two Asian-African States, in view of the reported deteriorating situation in the Gaza Strip, requested urgent action to secure the withdrawal of Israeli forces and to provide relief to the population of the area. In an inquiry to Israel on the situation, the Secretary-General repeated an earlier request that observers from UNEF should be permitted to func-

tion as authorized by the Assembly within the Gaza area. Israel stated, in reply, that on 10 and 12 November Egyptian-instigated riots had taken place in Gaza resulting in casualties, but that tranquillity had been restored and civilian services, including relief activities, were functioning normally. The Secretary-General accepted an invitation to send a personal representative to Gaza to report on the situation.

Before the Assembly began its discussion of the problem on 23 November, the Secretary-General had, on the basis of his conversations in Cairo, submitted three reports on problems connected with UNEF and on arrangements for clearing the Suez Canal. These reports are discussed below in subsections (*b*) and (*k*).

The Assembly had before it on 23 November a draft resolution sponsored by twenty-one Asian-African Powers under which, having received the Secretary-General's report on compliance with the resolutions of 2 and 7 November (A/3384), the Assembly would: (1) note with grave concern that its repeated resolutions calling for withdrawal had not been complied with; and (2) reiterate its call for compliance forthwith. A revision was introduced on 24 November on behalf of the same sponsors with the exception of Egypt, in which the original first operative paragraph was replaced by one whereby the Assembly would note with regret that two-thirds of the French forces remained in Egyptian territory, that all the United Kingdom forces remained, although arrangements were being made for the withdrawal of one battalion, and that no Israel forces had been withdrawn behind the armistice lines though a considerable time had elapsed.

After a Belgian amendment had been rejected, the Assembly adopted the revised twenty-Power draft resolution the same day by 63 votes to 5 (Australia, France, Israel, New Zealand, United Kingdom), with 10 abstentions (resolution 1120 (XI)).

During the discussion, many representatives emphasized the possibly serious consequences of any delay in the withdrawal and declared that it could not be made dependent on conditions, such as linking it with the competence of UNEF. Clearing the Suez Canal was an urgent necessity and withdrawal was a pre-requisite to clearance operations, and indeed to the solution of other basic problems. Some did not believe that the beginning of the clearing process must await completion of the withdrawals which, in their understanding, would be phased with the arrival of UNEF.

The representative of Egypt demanded immediate unconditional withdrawal within a very few days and declared it was impossible to conceive of any Canal clearance so long as the invading Powers remained in Egypt. He said that the Government of Egypt would assume the clearance work, with the assistance of the United Nations, in pursuance of Assembly resolution 1121 (ES-I) of 24 November (see sub-section (*k*) below) and of the agreements which would be concluded between the Secretary-General and the Government of Egypt. Commenting on the importance of the precedent being created by UNEF, he declared his Government's understanding that UNEF could operate in Egypt only with Egypt's consent. The Force was in Egypt to put an end to the aggression and to the presence of invading forces in Egyptian territory; it was not there as an occupation force, not to clear the Canal of obstructions, not to resolve any question or settle any problem, be it in relation to the Suez Canal, to Palestine or to any other matter.

The representative of the United Kingdom declared that the principal reason for the British action on 29 and 30 October had been the failure of the United Nations to keep the peace or to secure compliance with its resolutions or to pave the way for final settlement as far as the Middle East was concerned. The Anglo-French intervention was of a temporary character designed to prevent the spread of hostilities. British forces would withdraw as soon as possible, as UNEF became effective and competent to discharge its functions. British withdrawal had begun; it seemed reasonable that the clearance of the Canal should also begin.

The representative of Israel declared his Government had found no reason to revise its view that its action on 29 October was the only alternative to early destruction by the concerted aggressive action of Egypt and its neighbours. His Government stood on its undertaking on 8 November to withdraw its forces from Egypt but the process should be integrated with the plans for UNEF, and carried out in a way to avoid a return to the *status quo* of belligerency and to prevent a recurrence of the conflict and give a chance of peace.

(*b*) Development of the United Nations Emergency Force (UNEF) (5 November 1956-March 1957)

Immediately after the adoption of resolutions 1000 (ES-I) and 1001 (ES-I) of 5 and 7 November 1956 concerning the establishment of UNEF, the Secretary-General approached the Government of Egypt to prepare for their prompt implementation. Following clarifying interpretations by the Secretary-General of those resolutions in reply to questions from Egypt regarding the functions of the Force, Egypt consented to the arrival of UNEF. The Advisory Committee of seven Members approved the interpretations and recommended that the Secretary-General should start transferring the Force to Egypt.

At this time, there began a series of meetings between the Secretary-General and the Advisory Committee on various aspects of the planning for, and operations of, the Force. All important policy decisions have been taken with that Committee's concurrence. By June 1957, thirty-two meetings had been held.

In direct response to resolution 1001 (ES-I) of 7 November, the following twenty-four Member States offered to participate in the Force: Afghanistan, Brazil, Burma, Canada, Ceylon, Chile, Colombia, Czechoslovakia, Denmark, Ecuador, Ethiopia, Finland, India, Indonesia, Iran, Laos, New Zealand, Norway, Pakistan, Peru, Philippines, Romania, Sweden and Yugoslavia. Constant consultation took place between the Secretary-General and General Burns regarding the selection of units to meet his needs. Offers of troop units were finally activated from ten States: Brazil, Canada, Colombia, Denmark, Finland, India, Indonesia, Norway, Sweden and Yugoslavia. The offers from the other fourteen States remain outstanding and available for activation as need may develop. Commenting on the problem, the Secretary-General stated, on 12 November, that he had refused no contribution but that practical considerations had made necessary a selection in order

to arrive at the required balanced composition with a reasonably limited and representative number of participants. In addition, logistical support offered by Italy, Switzerland and the United States facilitated the speedy assembling, transporting and supplying of UNEF.

The first troop contingent having reached the staging area at Capodichino Airport, Italy, on 10 November, and the first ten observers from UNTSO having been transferred for service in Egypt on 12 November, the first UNEF unit was flown to Abu Suweir, near Ismailia on the Canal, on 15 November. By 20 November, 696 men had arrived there.

Between 16 and 18 November, the Secretary-General held talks in Cairo with the President and Minister for Foreign Affairs of Egypt. As one result, he stated in an *aide-mémoire* their understanding on three basic points for the presence and functioning of UNEF in Egypt: (1) The Government of Egypt declared that, when exercising its sovereign rights on any matter concerning the presence and functioning of UNEF, it would be guided, in good faith, by its acceptance of resolution 1000 (ES-I) of 5 November: (2) the United Nations declared that the activities of UNEF would be guided, in good faith, by the task established for the Force in the relevant resolutions and, understanding this to correspond to the wishes of the Government of Egypt, reaffirmed its willingness to maintain UNEF until its task had been completed; and (3) the Government of Egypt and the Secretary-General declared their intention to proceed forthwith to explore jointly concrete aspects of the functioning of UNEF; the Government of Egypt, confirming its intention to facilitate the functioning of UNEF, and the United Nations were agreed to expedite the implementation of guiding principles so arrived at.

The Secretary-General reported these preliminary steps to the General Assembly on 20 November (A/3375). In its resolution 1121 (XI) of 24 November, the Assembly noted with approval the content of the *aide-mémoire*.

In a second report dated 21 November on administrative and financial arrangements for the establishment and operation of UNEF (A/3383), the Secretary-General outlined provisional arrangements concerning the Chief of Command's personnel, administrative and logistical responsibilities, and noted the final authority of the Secretary-General, in consultation with the Advisory Committee, for all administrative and financial operations of the Force, including arrangements with Governments contributing troop units, supplies or services required by the Force. The report also raised certain policy questions and proposed arrangements for financing the Force.

On the latter question the Assembly, on 26 November, by 52 votes to 9, with 13 abstentions, adopted a draft resolution submitted by the Secretary-General, providing for interim measures for financing UNEF outside the normal budget of the United Nations pending recommendations from the Administrative and Budgetary Committee (resolution 1122 (XI)).

By the time the Assembly resumed discussion of the Middle East question between 18 and 21 December, the strength and organization, as well as the activities, of UNEF had developed substantially. On 28 November, the Secretary-General stated that, by 12 December, the Force would be an "organized military force", with adequate staff and supporting troops. By 30 November, nearly 2,500 men had reached Egypt and, by 13 December, at the end of the fourth week of the airlift, more than 3,700 men from eight Member States were on duty in Egypt. By early February 1957, the arrival of the Indonesian and Brazilian contingents had brought the total strength of UNEF in Egypt to virtually its full complement of some 6,000 officers and men from ten Member States.

As its strength grew, UNEF gradually undertook its functional role. On 21 November 1956, the first United Nations troops moved from their base at Abu Suweir across the cease-fire line and entered Port Said; on 30 November UNEF elements crossed the Suez Canal to El Cap on the east bank and, on 3 December, took up positions between the Israeli and Egyptian lines. On 21 December, UNEF supervised in the buffer zone the exchange of 472 British civilian internees (Suez Base personnel) and 375 Egyptian service personnel and civilian detainees, prior to assuming temporary control of Port Said on 22 December, when the Anglo-French forces completed their withdrawal. As the Israeli forces were gradually withdrawn between December 1956 and 8 March 1957, under circumstances described subsequently, UNEF followed, proceeding from its initial position close to the Canal to its present position along the Egyptian-Israeli Armistice Demarcation Line, with Headquarters at Gaza, which it entered on 7 March. Between 28 January and 6 February, it had effected the exchange of Israeli and Egyptian prisoners of war.

Meanwhile, in pursuance of resolution 1122 (XI) of 26 November, the Administrative and Budgetary (Fifth) Committee of the Assembly had considered various administrative and financial arrangements for UNEF. Regarding the method of assessment, the Secretary-General had concluded that such expenses should be shared by Member States in accordance with the regular 1957 budget scale of assessments. The Assembly had established the Force as a United Nations instrument fully independent of the policies of any one nation; hence, the United Nations must assume full responsibility for its functioning. Expenses, other than those assumed voluntarily by individual Governments, were United Nations expenditures within the general scope and interest of Article 17 of the Charter, which stated that the Organization's expenses should be borne by the Members as apportioned by the General Assembly. On 21 December, the Assembly adopted, by 62 votes to 8, with 7 abstentions, a resolution recommended by the Fifth Committee by which it decided: (1) that the expenses of UNEF other than for items furnished without charge by Member States should be apportioned among the Member States to the extent of $10 million in accordance with the ordinary 1957 budget scale of assessments for contributions; (2) that the decision would be without prejudice to the subsequent apportionment of any expenses in excess of $10 million incurred in connexion with UNEF; (3) to establish a Committee composed of Canada, Ceylon, Chile, El Salvador, India, Liberia, Sweden, the USSR and the United States of America to examine the question of apportionment of expenses in excess of $10 million and to report as soon as possible (resolution 1089 (XI)).

During discussion on the financing of UNEF a number of Members took the position that the cost

of maintaining the Force should be borne by the States that had undertaken the action against Egypt.

In the next two months, the original arrangements for UNEF were more fully developed by an agreement with Egypt defining its status there, by issuing Regulations for the Force and by further providing for its finances.

In a report dated 8 February (A/3526), the Secretary-General stated that, as authorized by resolution 1001 (ES-I) of 7 November 1956, he had, in consultation with the Advisory Committee established under that resolution, negotiated arrangements with the Government of Egypt concerning the status of UNEF in Egypt. The report submitted to the Assembly for approval an exchange of letters constituting an agreement on arrangements defining certain of the conditions necessary for the effective discharge of the functions of UNEF while it remained in Egypt. In his letter of agreement, the Minister for Foreign Affairs of Egypt recalled his Government's declaration that, when exercising its sovereign power on any matter concerning the presence and functioning of UNEF, it would be guided, in good faith, by its acceptance of the Assembly resolution 1000 (ES-I) of 5 November.

The agreement, stated the Secretary-General, was based on Article 105 of the Charter, the Convention on Privileges and Immunities of the United Nations to which Egypt had acceded in September 1948, and the resolutions providing for UNEF. It provided, among other things, for arrangements respecting criminal and civil jurisdiction, having regard to the special functions of the Force and to the interests of the United Nations, for the enjoyment by UNEF, as a subsidiary organ, of the status, privileges and immunities of the Organization, and for dealing with all differences arising out of the interpretation or application of the arrangements, either according to the Convention, if applicable, or by reference for final settlement to a tribunal of three arbitrators. The agreement was to remain in force until the departure of the Force from Egypt, the effective date of that departure to be defined by the Secretary-General and the Government of Egypt. On 22 February, the Assembly adopted a draft resolution sponsored by the ten Members that had furnished contingents to UNEF, noting with approval this report of the Secretary-General on arrangements concerning the status of UNEF in Egypt (resolution 1126 (XI)).

On the previous day, the Secretary-General had circulated for the information of the Assembly the "Regulations for the United Nations Emergency Force" which he had issued pursuant to the authority of resolution 1001 (ES-I) of 7 November 1956 and following consultation with the Advisory Committee and the participating States. The Regulations affirmed the international character of the Force as a subsidiary organ of the General Assembly.

On the question of the finances of UNEF, the Assembly considered and adopted, on 27 February, by 52 votes to 8, with 3 abstentions, a resolution (1090 (XI), prepared by the Committee of nine appointed under resolution 1089 (XI) of 21 December and recommended by the Fifth Committee, dealing with apportionment of the expenses, which the Secretary-General had estimated would exceed the $10 million which he had been authorized to commit under resolution 1122 (XI) of 26 November 1956. Under that resolution, the Assembly, noting that UNEF expenses already approved for 1957 represented a grave increase in assessments placed on Member States, and acknowledging that certain Governments had borne certain UNEF expenses without charge, such as pay, equipment, supplies and services, (1) authorized the Secretary-General to incur, through December 1957, expenses for UNEF up to a total of $16.5 million; (2) invite Member States to make voluntary contributions to meet the sum of $6.5 million so as to ease the financial burden for 1957 on the membership as a whole; (3) authorized the Secretary-General, pending receipt of contributions to the Special Account, to advance sums required from the Working Capital Fund, or where necessary, to arrange for loans to the Special Account from appropriate other funds under his control, provided that such loans should not affect current operational programmes; and (4) decided that, at its twelfth session, the Assembly should consider the basis for financing any cost of UNEF in excess of the $10 million not covered by voluntary contributions.

(c) Treatment of British and French nationals and the Jewish community in Egypt (discussion in the General Assembly, 18-21 December 1956)

Between 21 November and 14 December 1956, the representatives of France, the United Kingdom and Israel drew the attention of the United Nations to charges of mistreatment by the Government of Egypt of French and British nationals and the Jewish community in Egypt. That question was discussed at five meetings of the Assembly between 18 and 21 December.

The main charges concerned the expulsion from Egypt of a number of British and French nationals and of Jews and the sequestration of British, French and Jewish-owned property. The substance of the Egyptian reply was that, subjected to unprovoked aggression, Egypt had constrained to take certain measures to avoid jeopardizing its security through the presence of foreigners and had exercised its sovereign right of sequestrating the property of enemy aliens.

(d) Oral report by the Secretary-General on the withdrawal of French and British forces and plans for the withdrawal of Israel forces from Egypt (covering the period 27 November-22 December 1956)

On 21 December 1956, the Secretary-General replied in the General Assembly to certain questions asked by the representative of Jordan in the course of the latter's remarks on non-compliance with resolution 1120 (XI) calling for withdrawal forthwith of French, British and Israeli forces from Egypt, which was impeding the advance of UNEF to a position astride the Egyptian-Israeli armistice demarcation line.

The Secretary-General stated that the representative of Israel had informed him, on 1 December, that

Israel forces would, on 3 December, be removed from a wide belt of territory (about 50 kilometres) in proximity to the Suez Canal along its entire length. Elements of UNEF had immediately entered the area east of the Canal between the Egyptian and Israeli lines, although progress had been impeded because of mine fields and destroyed roads. After the representative of Israel had informed him on 11 December that Israel was ready to effect further withdrawals in the Sinai peninsula, General Burns, the Commander of UNEF, had, on instructions, conferred with the Israel Commander on 16 December, had accepted certain specific withdrawal arrangements for 18-19 December, but had expressed the view that the proposed withdrawal rate of 25 kilometres per week would not be acceptable to the Secretary-General. On 17 December, it had been confirmed to the Israel delegation that such a schedule, which would have meant the lapse of from four to six weeks before withdrawal "behind the armistice lines," would not be acceptable to the Secretary-General. Further proposals for withdrawal by Israel made on that day had been declared inadequate by General Burns and, after discussion of other proposals, the representative of Israel had been informed on 20 December that a schedule of withdrawal which had no completion date was inconsistent with the resolution of the Assembly and unsatisfactory. On that day (21 December), the representative of Israel had presented a new schedule envisaging withdrawal in two phases: in the first phase, no Israel forces would be "west of El Arish" after the first week in January, although Israel occupation of Sharm el Sheikh and Tiran would continue; the second phase would involve full Israel withdrawal, understood to mean behind the armistice lines, at an unstated date.

The position concerning French and British troops was that their withdrawal from Port Said was now nearing completion. Previously, on 3 December, the Secretary-General had transmitted communications from the United Kingdom and France in which, noting that an effective United Nations force was now arriving and that the Secretary-General had accepted responsibility for organizing the task of clearing the Canal, and that free transit would be re-established when clear in accordance with the resolutions of 2 November, the two Governments had confirmed their decision to continue their withdrawal without delay. It was later announced that the Anglo-French forces completed their withdrawal on 22 December, with UNEF contingents moving in and taking up positions.

(*e*) Reports on the Gaza Strip (covering the period 1 November-15 December 1956)

On 10 January 1957 the Director of the United Nations Relief and Works Agency for Palestine Refugees in the Near East submitted a report on the effects of military operations on the Gaza refugees between 1 November and mid-December 1956 and, on the same day, the Secretary-General issued a report dated 3 December 1956 by a staff officer of UNEF, who had been designated as his personal representative, and who had visited the Gaza Strip from 27-30 November.

The Director of UNRWA reported on incidents involving the killing of civilians by Israel troops during the occupation of Khan Yunis on 3 November. On 12 November, another serious incident had occurred at the Agency's camp at Rafah during a screening operation by Israel troops to find former members of the "Palestine Brigade" and of *fedayeen* units. To an Agency protest against these actions, the Israel Government had replied that it was taking urgent steps to establish the facts and was doing its best to ensure that there would be no repetition of such incidents. At the end of November, the Director stated that he had found relative calm in the Gaza Strip.

The report of the Secretary-General's representative was limited to the investigation of conditions as they existed at the time of his visit from 27-30 November. The situation was reported as calm. The report concluded by noting that some administrative measures appeared to indicate a trend toward facilitating the permanency of the existing situation achieved through military action by Israel.

(*f*) Report by the Secretary-General (covering the period 22 December 1956 — 15 January 1957) and General Assembly resolution 1123 (XI) of 19 January 1957 calling for complete withdrawal by Israel within five days

When the General Assembly, at the request of Egypt, resumed debate on the Middle East question at thirteen meetings between 17 January and 2 February 1957, it had before it a report from the Secretary-General dated 15 January (A/3500 and Add.1). The report covered developments since his oral report to the Assembly on 21 December 1956 (see sub-section (*d*) above) regarding compliance with the requirements for withdrawal of forces defined in resolutions 997 (ES-I), 999 (ES-I), 1002 (ES-I) and 1120 (XI) of 2, 4, 7 and 24 November 1956 respectively. Since the complete withdrawal of the Anglo-French forces on 22 December, only Israel troops had been involved. In the course of his extensive discussions with representatives of the Government of Israel seeking compliance by the earliest possible date, Israel representatives had announced further withdrawals, following the initial one on 24 November, as follows: (1) On 3 December 1956, withdrawal eastward to a distance of some 50 kilometres from the Canal; (2) on 2-8 January 1957, withdrawal to a north-south line leaving no Israel forces west of El Arish, some 40 kilometres from the southern edge of the Gaza Strip; (3) on 15 January, withdrawal eastward another 25-30 kilometres, except in the Sharm el Sheikh area. On 14 January, an intended further withdrawal had been announced which, by 22 January, would leave the Sinai desert entirely evacuated except for the Sharm el Sheikh area which, it was stated, at present ensured freedom of navigation through the Straits of Tiran and in the Gulf of Aqaba. In connexion with the evacuation of that area, Israel had stated that it was prepared to enter forthwith into conversation with him.

That area and the islands opposite Sharm el Sheikh were, the Secretary-General noted, Egyptian territory, or territory under Egyptian jurisdiction. Under the Assembly resolution, the forces should be withdrawn from those territories. The Secretary-General added that the international significance of the Gulf of Aqaba might be considered to justify the right of inno-

cent passage through the Straits of Tiran and the Gulf in accordance with recognized rules of international law. He stated that he had not considered discussion of the matter, and its possible relation to the action requested in the Assembly resolutions, to fall within the mandate established for him in resolution 999 (ES–I) of 4 November.

His discussions had been based on resolution 999 (ES–I), wherein he had been asked to obtain the withdrawal of all forces behind the armistice lines. The basic resolution 997 (ES–I) of 2 November on the Middle East crisis not only urged prompt withdrawal behind the armistice lines, but also covered two other points of significance: the parties were urged to desist from raids across the lines and to observe scrupulously the provisions of the armistice agreements. The three points, the Secretary-General noted, were not linked together conditionally.

When on 22 January UNEF reached, in consequence of the intended Israel withdrawal, the armistice line wherever it followed the north-eastern boundary of the "Sinai Desert", those two other points, he reported, would assume added importance. They made it clear that the Israel withdrawal must be behind the armistice line established in the Egypt-Israel agreement. The latest Israel communication had been silent about withdrawal from the Gaza Strip, which fell on the Egyptian side of the line. The representative of Israel had orally stated that his Government was prepared at an early stage to discuss proposals for arrangements for the Gaza Strip.

The Secretary-General noted further that the Assembly's call for scrupulous observance of the Armistice Agreements reinforced the specific request to the parties to desist from raids. The cease-fire assurances given to him by the parties in April and May 1956 lent further legal solemnity to the relevant articles in the Agreements. A main duty of the United Nations Truce Supervision Organization was to assist in the prevention of incursions and raids. The parties should give UNTSO the support necessary to make it fully effective. Liaison should also be established between UNTSO and UNEF, and consideration might have to be given to the question of how far the Force might have to assume responsibilities of UNTSO. It would also be of assistance if the parties formally reaffirmed their undertakings to desist from raids and to take active steps to prevent incursions.

Like the cease-fire, withdrawal was an essential preliminary to development of a stable basis for peaceful conditions. The basic function of UNEF, "to help maintain quiet", gave the Force great value as a background for efforts toward resolving the other aims of the Assembly, which had to be achieved to improve on the conditions prevailing before the crisis. It was essential, he concluded, that Governments should be enabled to turn to the constructive tasks to which a prompt conclusion of the first phase of implementation of the Assembly resolution would open the way.

On 17 January 1957, the representative of Ceylon submitted a joint draft resolution on behalf of twenty-five Members whereby the General Assembly, recalling its resolutions 997 (ES–I), 998 (ES–I), 999 (ES–I), 1002 (ES–I) and 1120 (XI), and noting the report of the Secretary-General of 15 January, would: (1) note with regret and concern the failure of Israel to comply with those resolutions; and (2) request the Secretary-General to continue his efforts for securing the complete withdrawal of Israel in pursuance thereof and to report on such completion, within five days. On 19 January, the Assembly adopted the draft resolution by 74 votes to 2 (France, Israel) (resolution 1123 (XI)).

(*g*) Report of the Secretary-General dated 24 January 1957 in pursuance of General Assembly resolution 1123 (xi) of 19 January 1957: status of compliance and subsequent measures to promote peaceful conditions

During discussions with the Secretary-General on withdrawal in pursuance of resolution 1123 (XI) of 19 January 1957, Israel submitted on 23 January an *aide mémoire* outlining its views on the Israel position in the Sharm el Sheikh area and the Gaza Strip. Israel's approach was stated to be influenced primarily by the policy of belligerency maintained by Egypt for six years. In the face of this, Israel was concerned that its withdrawal from Egypt should not strengthen the serious likelihood of warlike acts against it. Withdrawal from the Sharm el Sheikh area needed to be accompanied by related measures ensuring free navigation in the Straits of Tiran and the Gulf of Aqaba, which had the character of international waterways in which the right of innocent passage existed. Egypt's refusal to comply with the basic decision of the Security Council of 1 September 1951 regarding the Suez Canal made it imperative to ensure that the Egyptian blockade was never restored to the Gulf of Aqaba. UNEF could be a factor in the solution of the problem if it were to hold Israeli-evacuated positions and remain there until, by a peace settlement or by other international instruments, another effective means were agreed upon for ensuring permanent freedom of navigation and the absence of belligerent acts. For such a purpose more precise definition was needed of UNEF's functions, particularly, the duration of its tenure and the conditions for the termination of its assignments. As for the Gaza Strip, Israel suggested, in view of the situation there since 1948, and its use as a springboard for assaults against Israel, that no Israel military forces should remain there but that Israel should continue to perform the functions of administration and security, the latter by the Israel police. Its plan did not envisage entry of UNEF into the area. Israel was ready to work out with the United Nations a suitable relationship with respect to the Strip.

On 24 January, the Secretary-General reported (A/3512) that, at the expiration of the five-day time-limit set by resolution 1123 (XI), Israel had not fully complied with the Assembly's requests for withdrawal. An attached map showed that Israel had not withdrawn from the Gaza Strip and from a strip along the west shore of the Gulf of Aqaba.

In contributing towards peaceful conditions in the area, positive and effective United Nations measures, the Secretary-General reported, had to be developed within the following limits: (1) The United Nations could not condone a change of the *status juris* resulting from military action contrary to the Charter. The Assembly resolutions on withdrawal reflected that point; (2) the use of military force by the United Nations other than that under Chapter VII of the Charter required the consent of the States in which the Force was to operate and must not serve as a means to force settlement, in the interest of one party, of political or legal issues recognized as controversial. (During the

Assembly debate described below, the Secretary-General clarified the principle by stating that, in practice, the consent obviously must be qualified in such a way as to provide a reasonable basis for the operations of the United Nations Force, as Egypt's consent had been qualified in the case of UNEF); (3) there must be full respect, the report continued, for the rights of Member Governments recognized in the Charter and for international agreements concluded in exercise of those rights.

The Secretary-General pointed out that the Egyptian-Israel Armistice Agreement had resulted in a *de facto* situation by which the administration and security in the Gaza Strip were left in the hands of Egypt, as the power having "control". That situation could be legally changed only through settlement between the parties, and the United Nations could not assist in the maintenance of a situation contrary to the one created by the Armistice Agreement, such as the suggested acceptance of Israel control, even of a non-military character. Furthermore, any function for UNEF in the Gaza area, broader than that authorized in the Assembly resolutions, or a widening of United Nations administrative responsibilities beyond those involving the refugees, would require the consent of Egypt.

Article I of the Armistice Agreement assimilated that Agreement to a non-aggression pact. Restoration of more stable relations than those prevailing between the parties could be based on a reaffirmation which should naturally extend to such other clauses as articles VII and VIII. The restrictions of those articles on the deployment of the military forces of both parties along both sides of the Armistice Demarcation Line were not being fulfilled at the beginning of the crisis. That condition of affairs should not be permitted to return. Full implementation would reduce tension and had a positive bearing on other problems in the region. Under those articles Egyptian and Israel "defensive forces" only might be maintained in the area of the western front under their respective control, and the area around El Auja was to be demilitarized, with the headquarters of the Mixed Armistice Commission to be maintained there. With demilitarization of the El Auja zone in accordance with the Armistice Agreement, it might be indicated that units of the Force should be stationed also on the Israel side of the line, at least in that Zone. Such deployment, which would require a new decision by the Assembly, would have the advantage of the Force being in a position to assume all the supervisory duties of UNTSO relating to the Egypt-Israel armistice line, a new arrangement not foreseen by the Armistice Agreement and therefore requiring the consent of the two parties.

Regarding co-operation between UNEF and UNTSO in the prevention of incursions and raids, discussed in his previous report, the Secretary-General had since then been informed of Egypt's desire for such assistance in order that all raids and incursions, in both directions, be brought to an end.

In connexion with the longer-term problem, not directly related to the present crisis, of freedom of passage in the Gulf of Aqaba, military action by Israel should not influence the solution. A legal controversy existed as to the extent of the right of innocent passage through those waters. Whatever rights there might be should be exercised with restraint on all sides. The Security Council's resolution of 1 September 1951 calling upon Egypt to terminate restrictions on Suez Canal shipping had a direct bearing on the present question. The armistice régime, on which the resolution was based, had been subjected to ever-widening non-compliance in later years. However, that régime might be considered as operative, at least in part, provided forces were withdrawn behind the armistice lines, even if there were continued non-compliance with other armistice clauses. Were articles VII and VIII in particular again to be implemented, the case against all acts of belligerency would gain full cogency and the parties should then give assurances not to assert any belligerent rights, including such rights in the Gulf of Aqaba and the Straits of Tiran.

Upon withdrawal of Israel troops from the Sharm el Sheikh area, UNEF would follow them in the same way as in other parts of Sinai. The duties of the Force in respect of the cease-fire and the withdrawal would determine its movements. However, if it were recognized that there was need for such an arrangement, it might be agreed that UNEF units would assist in maintaining quiet in the area beyond what followed from this general principle. In accordance with the general legal principles, recognized as decisive for the deployment of UNEF, the Force should not be used so as to prejudge the solution of the controversial questions involved. UNEF, thus, was not to be deployed in such a way as to protect any special position on these questions, although, at least transitionally, it might function in support of mutual restraint.

(*h*) General Assembly resolutions 1124 (xi) and 1125 (xi) of 2 February 1957 calling for complete withdrawal by Israel without further delay and providing for subsequent measures to promote peaceful conditions

During its renewed discussion of Israel's non-compliance at seven meetings between 28 January and 2 February 1957, the General Assembly had before it the *aide-mémoire* of Israel, the Secretary-General's report and two draft resolutions submitted on 1 February by Brazil, Colombia, India, Indonesia, Norway, the United States and Yugoslavia.

Under the first draft resolution the Assembly would: (1) deplore the non-compliance of Israel with the Assembly's repeated requests to it to complete its withdrawal behind the Armistice Demarcation Line; and (2) call upon Israel to complete its withdrawal without further delay. Under the second, which dealt with the measures set forth in the Secretary-General's report, the Assembly, recognizing that Israel's withdrawal must be followed by action which would assure progress towards the creation of peaceful conditions, would: (1) note with appreciation the Secretary-General's report of 24 January and the measures therein to be carried out upon Israel's complete withdrawal; (2) call upon Egypt and Israel scrupulously to observe the 1949 Armistice Agreement; (3) consider that scrupulous maintenance of that Agreement, after full withdrawal of Israel from the Sharm el Sheikh and Gaza areas, required placing UNEF on the Armistice Demarcation Line and the implementation of other measures as proposed in the report, with due regard to the considerations set out therein with a view to assist in achieving situations conducive to the maintenance of peaceful conditions in the area; and (4) request the Secretary-General, in consultation with the parties concerned, to take steps to carry out those measures and to report, as appropriate, to the Assembly.

In the course of the debate, several Members expressed the view that, as an essential pre-requisite to any further measures on the Middle East situation, Israel must withdraw its forces forthwith behind the armistice line, and that such withdrawal must not be conditional upon the prior provision of certain guarantees by the United Nations. A number, who warned of the serious consequences if Israel persisted in its stand, considered the first draft resolution as far from adequate, and proposed condemnation of and sanctions against Israel. To submit to Israel's attempt to impose conditions outlined in its *aide-mémoire* and to change UNEF functions without Egypt's consent would be, they said, to reward aggression.

While primary emphasis was laid on the issue of withdrawal, it was also recognized that, to avoid a return to the conditions prevailing in October, there was a need for further action which would represent concrete progress towards the creation of peaceful conditions in the Middle East.

Much attention was paid to the disputed question of the right of "innocent passage" and the right of a coastal State to take the necessary steps for defending its security in the narrow waters of the Straits of Tiran and the Gulf of Aqaba leading to the Israel port of Eilat, and on the development of the situation in the Gaza Strip and along the armistice line. Several said that the right place for resolving the question of free passage was the International Court of Justice.

Many felt that, following Israel's withdrawal, units of UNEF should move in, not only, as previously, in order to ensure the implementation of resolution 997 (ES–I) of 2 November 1956, but also to be deployed in the sensitive areas of the Gaza Strip and Sharm el Sheikh pending a settlement of the particular problems involved. They stressed the need to restore and revitalize the Egyptian-Israeli Armistice Agreement of 1949 and endorsed the Secretary-General's premise that UNEF should co-operate with UNTSO and be deployed on both sides of the Armistice Demarcation Line, to guarantee respect for the armistice obligations, including, some declared, that of not exercising belligerent rights. It was suggested by some that the United Nations should be associated with steps to replace the present civil administration of the Gaza Strip to ensure that it would not again be used as a base for raids.

Some held it essential to station UNEF at the Straits of Tiran, without prejudice to any ultimate determination of legal questions involved, to achieve there the separation of Egyptian and Israel land and sea forces until it was clear that the non-exercise of belligerent rights had established in practice the peaceful conditions which must govern navigation in waters having such an international interest.

Other members, expressing concern over any enlarged UNEF functions, declared that such proposals implied advantages for the aggressors and held that its temporary task would be finished once Israel completed its withdrawal. UNEF must not become a force occupying key areas indefinitely, nor be used to exercise pressure in a new attempt to intervene in Egypt's domestic affairs. It was said that the second draft resolution envisaged fulfilment of Israel demands on Egypt as pre-conditions for the evacuation of Egyptian territory and that its plans for the use of UNEF were contrary to the Charter and in violation of the sovereign rights of Egypt.

The representative of Egypt, who had earlier stated his Government's readiness to implement fully the Armistice Agreement, declared at the end of the debate that his Government's position was based on immediate withdrawal by Israel, followed by UNEF taking positions exclusively on both sides of the Armistice Demarcation Line. He expressed confidence that it was the Assembly's intent to keep UNEF within the bonds of legality.

The representative of Israel stood on the position set forth in Israel's *aide-mémoire* and stated that the Armistice Agreement, which the Prime Minister of Israel had, on 23 January, declared violated and broken and beyond repair, did not offer a framework for establishing peaceful Israel-Egyptian relations. It had foundered on the rock of belligerency. Mutual renunciation of belligerency in all its forms was the pre-requisite for any orderly relationship between Egypt and Israel.

On 2 February, the General Assembly, after rejecting a motion by the representative of the USSR to defer voting on the second draft resolution until 5 February, adopted the first draft resolution by 74 votes to 2 (France, Israel) with 2 abstentions (resolution 1124 (XI)), and thereafter adopted the second draft resolution by 56 votes to none, with 22 abstentions (resolution 1125 (XI)).

(*i*) Report of the Secretary-General dated 11 February 1957 in pursuance of General Assembly resolution 1125 (XI) of 2 February 1957

In a report dated 11 February 1957 (A/3527), the Secretary-General described his efforts to carry out the measures envisaged in resolution 1125 (XI) of 2 February.

In an *aide-mémoire* presented on 4 February, the representative of Israel had: (1) requested the Secretary-General to inquire whether Egypt had agreed to a mutual and full abstention from belligerent acts, by land, air and sea, on withdrawal of Israel troops; and (2) asked whether, immediately upon Israeli withdrawal from the Sharm el Sheikh area, UNEF would be stationed along the western shore of the Gulf of Aqaba as a restraint against hostile acts, and would remain so deployed until another effective means was agreed upon between the parties concerned for ensuring permanent freedom of navigation and the absence of belligerent acts in the Straits of Tiran and the Gulf of Aqaba.

Both questions, in effect, reported the Secretary-General, requested action in implementation of resolution 1125 (XI) which, although closely related to resolution 1124 (XI) had, at least, full and unconditional acceptance of the withdrawal demand in the latter as its pre-requisite. The second question, in view of the position of the General Assembly, would require Egyptian consent and make it important to know whether Israel itself consented, in principle, to UNEF deployment on its territory.

Consequently, the Secretary-General had sought clarification: on the withdrawal issue, whether with regard to Gaza Israel understood that the withdrawal must cover Israel's civil administration and police as well as its armed forces; and, on the question of the stationing of UNEF, whether, as a question of principle, Israel agreed to stationing of the Force on the Israel side of the Armistice Demarcation Line.

In his reply, the representative of Israel, reiterating the question raised in the Israel *aide-mémoire,* stated that Israel would formulate its position on all outstanding questions in the light of whether or not Egypt would exercise belligerency after the withdrawal of Israel forces. His Government felt that it was not equitable to ask it to discuss its attitude on any concrete question affecting its security unless it knew whether its answer must be based on the assumption of war or on the assumption of progress to peace.

The Secretary-General stated that his position had been based upon the Assembly's recognition that progress towards the creation of peaceful conditions in the area required, first, full withdrawal of Israel and, second, various measures within the framework of scrupulous observance of the Armistice Agreement, which, in its first article, established the right of each party to its security and freedom from fear of attack by the armed forces of the other.

In regard to the General Armistice Agreement, he reported that Egypt had reaffirmed its intent to observe fully its provisions, as indicated earlier in its acceptance of resolution 997 (ES–I) of 2 November, on the assumption, of course, that observance would be reciprocal.

The position of Israel was, the Secretary-General stated, that the General Armistice Agreement had, since 1949, been consistently violated by Egypt's attack against and blockade of Israel and its central purpose of non-belligerency and its character as a transition to a peaceful settlement had been constantly repudiated. Egypt's action, in the view of Israel, had brought the Agreement to nought, with the result that a new system of relationships must now be constructed.

(*j*) Discussion by the General Assembly of the reports of the Secretary-General, and withdrawal of Israel forces from Egypt (22 February - 8 March 1957)

The Assembly resumed discussion of the Middle East question at nine meetings between 22 February and 8 March 1957. When it adjourned, on the latter date, complete withdrawal of Israel forces behind the Egypt-Israel armistice demarcation line had taken place.

On 22 February, the Secretary-General supplemented orally his report of 11 February on the problem of withdrawal. He said he could state with confidence that it was the desire of Egypt that the take-over of Gaza from the military and civilian control of Israel — which, as had been the case, in the first instance would be exclusively by UNEF — would be orderly and safe, as it had been elsewhere. Recognizing the present special complexities of the Gaza area and the responsibility of the United Nations there for the Arab refugees, and having in mind also the objectives and obligations of the Armistice Agreement, Egypt was ready to make special and helpful arrangements with the United Nations and some of its auxiliary bodies, such as UNRWA and UNEF. Arrangements for the use of UNEF should ensure its deployment on the armistice line at the Gaza Strip and its effective interposition between the armed forces of Egypt and Israel. The assistance of the United Nations would be enrolled toward putting a definite end to all incursions and raids across the border from either side. Furthermore, with reference to the period of transition, such other arrangements with the United Nations might be made as would contribute toward safeguarding life and property in the area by providing efficient and effective police protection; as would guarantee good civilian administration; as would assure maximum assistance to the United Nations refugee programme; and as would protect and foster the economic development of the territory and its people.

In a subsequent report, dated 26 February (A/3563) summarizing a further exchange of views with the representative of Israel, it was stated that the Secretary-General—in reply to a question of whether a *de facto* United Nations administration in Gaza as outlined above would exclude Egypt's return to the area—had declared that he had intended to indicate practical arrangements, envisaged within the framework of Egyptian control of the territory under the terms of the Agreement. He had not expressed an opinion on the possible *de facto* development which depended on decisions to be taken after Israel withdrawal from the Gaza area, a withdrawal which had to be unconditional according to the decisions of the Assembly.

On 22 February, the representative of Lebanon introduced a draft resolution sponsored by Afghanistan, Indonesia, Iraq, Lebanon, Pakistan and Sudan. Under it the General Assembly would: (1) condemn Israel for its non-compliance with resolutions 997 (ES–I), 998 (ES–I), 999 (ES–I) and 1002 (ES–I) of the first emergency session and resolutions 1120 (XI), 1123 (XI) and 1124 (XI) of the eleventh session; (2) call upon all States to deny all military, economic or financial assistance and facilities to Israel; (3) request all States to provide the Secretary-General with information on their implementation of the present resolution; and (4) request the Secretary-General to report again on the implementation of the present and previous resolutions.

The representative of Lebanon declared that, while Israel maintained it would not withdraw without certain guarantees against the return to the situation before the attack, which it alleged was the immediate cause of its invasion of Egypt, the Arab view was that that situation was the consequence of Israel's disregard of decisions of the United Nations. Reviewing the record with regard to the Armistice Agreement, he contrasted the numerous condemnations of Israel by the Security Council with the fact that Egypt had not once been condemned for such acts. It was absurd, he declared, for Israel to accuse Egypt of not observing one particular Security Council resolution of 1 September 1951 when it had persistently violated many crucial resolutions of the Council and the Assembly, including those to which Israel owed its existence.

The Arab States were not prepared, he continued, to compromise on the principle of immediate and unconditional withdrawal. Withdrawal must precede all action to be taken by the United Nations to improve the situation. Failure to maintain its stand against aggression would confirm Israel in its belief that only a policy of force paid and that it could settle its problems with its Arab neighbours by force. In such a situation when the rule of law had collapsed, a country which felt the need for outside help, military or economic, might seek it wherever it could find it and thus induce a conflict which might extend far beyond the area.

The representative of Canada declared that the problem was basically one of fear by Israel of extermina-

tion by its unremittingly hostile neighbours and fear by the Arab States that the new State established in their midst, with displacement of Arab population, would yield to expansionist ambitions. Those fears on both sides prevented moderation. In the circumstances, he believed the priority objective of withdrawal of Israel troops must be associated with the not unrelated objective of arrangements which would minimize the possibility of having the same problem a year or two later. He put forward detailed proposals including: (1) a firm pledge by Israel and Egypt of scrupulous observance of the 1949 Armistice Agreement, including exclusion of their armed forces from the El Auja Demilitarized Zone; (2) deployment of UNEF on the Armistice Demarcation Line and its assumption of UNTSO duties there; (3) affirmation by the Assembly that there should be no interference with innocent passage or any assertion of belligerent rights in the Straits of Tiran, and deployment of UNEF in the Sharm el Sheikh area, after Israel withdrawal, to assist in maintaining quiet; (4) UNEF deployment in the Gaza Strip, upon Israel withdrawal, and United Nations assumption of responsibility, by agreement with Egypt, for replacing Israel civil administration by an effective United Nations civil administration, with Egyptian armed forces not to return there.

Support for the six-Power draft resolution was expressed by a number of Members, who also opposed the Canadian proposals, particularly the transformation of UNEF into what might amount to an occupation force. The policy of satisfying Israel demands was linked, they said, to a policy of forgetting the basic issues of the Palestine problem which remained unsettled because United Nations demands had not been implemented. The representative of Egypt declared that Israel's withdrawal must not be the result of a bargain, which neither Egypt nor the United Nations could possibly recognize.

On 1 March, the Minister for Foreign Affairs of Israel announced to the Assembly that Israel was prepared to withdraw its forces from the Gulf of Aqaba and the Straits of Tiran in the confidence that there would be continued freedom of navigation there for international and Israeli shipping. Recalling statements by the representative of the United States about maintaining UNEF there until peaceful conditions were assured, she said that it was generally recognized that the function of UNEF in the Straits of Tiran included the prevention of belligerent acts. Concerned about the possibly premature withdrawal of UNEF from the area, her Government had noted the assurance in the Secretary-General's report of 26 February 1957 (A/3563) that any proposal for its withdrawal would first come to the Advisory Committee, which represented the Assembly in the implementation of its resolution 997 (ES–I) of 2 November 1956, and that the Assembly would have an opportunity to ensure that no precipitate changes were made which would increase the possibility of belligerent acts. Israel intended to exercise its full rights of free and innocent passage and was prepared to join with others to secure universal respect of those rights. It had learnt with gratification that other leading maritime Powers subscribed to the views set forth by the United States on 11 February on the subject and had a similar intention to exercise their rights of free and innocent passage in the Gulf and the Straits. Interference with ships of Israel flag would be regarded by Israel as an attack entitling it to exercise its inherent right of self-defense under Article 51 of the Charter.

Israel, she continued, was making a complete withdrawal from the Gaza Strip on the following assumptions: (1) UNEF would be deployed in Gaza and the take-over from the military and civilian control of Israel would be exclusively by UNEF; (2) UNEF would carry out the functions there enumerated in the Secretary-General's statement of 22 February; and (3) the responsibility of the United Nations in the administration of Gaza would be maintained until there was a peace settlement or a definitive agreement on the future of the Gaza Strip. If conditions were created there indicating a return to the conditions of deterioration which existed previously, Israel reserved its freedom to act to defend its rights.

The representative of the United States declared that the views of his Government, most recently set forth by President Eisenhower on 20 February, had remained steadfast in seeking a solution based on justice which would take into account the legitimate interests of all the parties. His Government understood the Israel announcement to mean that withdrawal in accordance with resolution 997 (ES–I) would be immediate. It did not consider that the accompanying declarations made the withdrawal "conditional". They constituted re-statements of what had already been said by the Assembly or by the Secretary-General in his reports, or hopes and expectations which seemed not unreasonable in the light of the prior actions of the Assembly. After quoting in full the statement of the Secretary-General of 22 February, he stated that, regarding the United Nations measures contemplated for the Gaza Strip, it was the view of his Government that from a juridical standpoint the future of the Strip must, as the Secretary-General had said, be worked out within the framework of the Armistice Agreement. His Government hoped that the suggested United Nations measure might continue until there was a definitive settlement respecting the Gaza Strip. Once Israel had completed its withdrawal, and in view of the measures taken by the United Nations to deal with the situation, there was no basis for either party to the Armistice Agreement to assert or exercise any belligerent rights.

On 4 March, the Secretary-General informed the Assembly that the Commander of UNEF had reached agreement with Israel's Commander-in-Chief on technical arrangements for the withdrawal. General Burns had been instructed to arrange for full and unconditional withdrawal, with initial take-over exclusively by UNEF.

On 8 March, the Secretary-General reported full compliance by Israel with resolution 1124 (XI) of 2 February and stated that, on 7 March, the population of Gaza had been notified that UNEF, with the consent of Egypt, was being deployed in the area to maintain quiet during and after the Israel withdrawal.

The Secretary-General declared that he would now devote his attention, in consultation with the parties concerned, to carrying out the measures referred to in resolution 1125 (XI) concerning action to follow withdrawal. He noted that paragraph 3 of that resolution indicated that the Assembly wished to leave the choice of the "other measures" to be decided in the light of further study and consultations.

(*k*) The Suez Canal clearance operation (November 1956-April 1957)

In response to resolution 997 (ES–I) of 2 November 1956, in which the General Assembly urged that, "upon the cease-fire being effective, steps be taken to re-open the Suez Canal," the Secretary-General immediately began exploring the possibilities of engaging the services of private firms in the clearance operation. On 8 November, the Secretary-General made approaches to Dutch and Danish salvage firms which had been suggested by the Government of the Netherlands and the Government of Denmark in reply to previous queries. These firms, Smit and Svitzer, indicated their agreement to assist as required in the salvage operation. Concurrently, the Secretary-General engaged the services of Lieutenant-General Raymond A. Wheeler to serve as his special representative in the clearing operation. Mr. John J. McCloy agreed to advise him on the financial problems arising in connexion with the operation.

The Secretary-General proposed in his report of 20 November (A/3376) that the Assembly should authorize him to negotiate agreements for clearing operations with firms of countries outside the present conflict, the question of how costs should be shared to be reserved until approximate costs had been estimated. Although it was not proposed to begin the work until after the withdrawal of non-Egyptian forces from the Port Said and the Canal area, the negotiations and survey work, in agreement with Egypt, could be pursued without delay.

The General Assembly, on 24 November, adopted by 65 votes to none, with 9 abstentions, a draft resolution submitted by Canada, Colombia, India, Norway, the United States of America and Yugoslavia in which the Assembly noted with approval the progress so far made by the Secretary-General in connexion with arrangements for clearing the Suez Canal and authorized him to proceed with the exploration of practical arrangements and the negotiation of agreements, so that the clearing operations might be speedily and effectively undertaken (resolution 1121 (XI)).

On the day that the General Assembly passed the resolution, the Secretary-General requested the two contracting firms to despatch to the scene such salvage ships and other equipment as had been earmarked or put in readiness, and to activate arrangements for supplementing their own craft by contracting with other salvage concerns of different countries outside the conflict. A salvage fleet of thirty-two ships was quickly contracted for through the major contractors, with assistance from United Nations Headquarters and General Wheeler. The ships were drawn from Belgium, Denmark, Germany, Italy, the Netherlands, Sweden and Yugoslavia. General Wheeler meanwhile proceeded to Egypt on 8 December with a team of salvage surveyors, after the official announcement of the Governments of France and the United Kingdom on 3 December of their intention to withdraw their forces.

In response to the offers of technical assistance by the Governments of France and the United Kingdom on 6 November (see sub-section 3(*d*) above), the Secretary-General had replied that he was exploring the possibility of having the work carried out under United Nations auspices by agents from countries not involved in the conflict. Some days later both France and the United Kingdom expressed support for the Secretary-General's efforts to organize a salvage team under the auspices of the United Nations, and drew attention to various acts of sabotage by the Egyptian authorities to block the Canal. The United Kingdom was willing to release for the clearance work any of the thirty-six salvage ships it had under charter and informed him that work in Port Said harbour was already under way. On 21 November, the representative of the United Kingdom declared in the Assembly that his Government would do everything in its power to help and was ready to lend its resources and to work in any way desired in the task. Since the withdrawal of British forces had begun, it seemed reasonable, he said, that clearance should also begin.

During his mid-November visit to Cairo, the Secretary-General had assured in principle the Government of Egypt that the United Nations would seek to provide the assistance it requested in the clearing of obstructions, which that Government considered should begin immediately after the withdrawal of non-Egyptian forces from Port Said and the Canal area.

As stated in the report of the Secretary-General of 10 January (A/3492), in early December it had been felt desirable, in order to prevent unjustified delay or expense, that a limited number of Anglo-French salvage vessels should be incorporated into the United Nations fleet for the purpose of completing specific salvage tasks on which they were engaged, as required by General Wheeler, on the understanding that each vessel so retained would be phased out when it had completed the work in hand. In addition, the Governments of Egypt, France and the United Kingdom had been advised of the possible need of six selected vessels from the Anglo-French salvage fleet, to be manned by non-British United Nations crews, for use south of El Cap for the purpose of supplementing available United Nations salvage resources.

Upon the withdrawal of the Anglo-French forces on 22 December, the United Nations had taken over responsibility for practically all the Anglo-French salvage ships then in Port Said. At that time, General Wheeler had proposed a re-disposal of the resources available, using vessels for private firms down the Canal instead of the previously intended six selected ships, while reserving the Anglo-French ships to assist in Port Said harbour in bringing to the speediest conclusion specific salvage projects initiated on individual vessels prior to the withdrawal. On 27 December, General Wheeler announced that the Egyptian Government had agreed that the United Nations salvage fleet should start immediately clearing the Canal at its southern mouth at Suez. The salvage operation had started there on 28 December, and at the northern end on 31 December 1956.

As outlined in an annex to the report, the operations were based on a three-stage plan, approved by the Egyptian authorities, for making possible resumption of normal traffic. It included the clearance of obstructions from the Canal and its ports and harbourages, rehabilitation of workshops, lighting and telecommunication services, and any essential dredging. In addition to the thirty-two vessels in the United Nations salvage fleet, there were eleven Anglo-French craft and four supply vessels which were used in the salvage operation at Port Said, and which were phased out during the month of January upon completion of their work.

A second annex contained an exchange of letters dated 8 January 1957 between the Secretary-General

and the Minister for Foreign Affairs of Egypt which, after approval by the Advisory Committee, constituted the necessary agreement for co-operation in the clearance task. Under its terms, the United Nations was to assist the Government of Egypt by undertaking the task, the plans to be approved by that Government. It was confirmed that the Secretary-General was free to use the equipment available which he found necessary for the operation. The undertaking would be a United Nations enterprise with the property and persons engaged in the operation covered by the Convention on the Privileges and Immunities of the United Nations. The Government of Egypt would give its fullest co-operation and assistance to the operation.

On the question of finance, the Secretary-General reported that, pending complete cost estimates, proposals regarding how the costs should be covered had been referred to the Advisory Committee. Meanwhile, he had approached all Member Governments, suggesting, so that operations might proceed without interruption, that they should provide on a loan basis interim financing needed to meet current obligations to the extent of not less than $10 million. The Secretary-General believed that sufficient funds would be in hand in January for financing the initial stage of the United Nations Canal clearance operations.

The clearance task consisted of the removal, in addition to the collapsed El Ferdan bridge, of forty-four other obstructions. Of these, seven had been cleared by the Anglo-French fleet prior to the United Nations operation.

Between 27 December 1956, when clearance started, and 4 March, the entire Canal south of Port Said had been cleared except for two sunken ships in the southern reaches of the Canal, the tug *Edgar Bonnet* and the Egyptian frigate *Abukir*, on which work could not be started because of the reported presence of explosives which the Egyptian authorities had indicated they would themselves remove. On 12 and 22 March respectively, work began on those last two ships. The clearance operation was reported completed by mid-April, six weeks ahead of the original schedule, with the telecommunications system restored and the lighting system and essential workshops reinstated except for delivery of certain equipment on order. Three weeks later, the salvage fleet was finally phased out.

On 12 April, the Secretary-General announced receipt of loans for the Canal clearance operation, totalling nearly $11 million from Canada, Sweden, Liberia, Ceylon, Australia, the United States of America, the Federal Republic of Germany, Norway, Denmark and the Netherlands and a pledge from Italy which was subsequently paid. It was estimated that the advances would be sufficient to cover the costs.

(*l*) Adjournment of debate on the Middle East question (8 March 1957)

At the close of the debate on 8 March, the General Assembly adopted, by 65 votes to none, with 6 abstentions, a seven-Power draft resolution whereby the Assembly decided to adjourn its eleventh session temporarily and to authorize its President, in consultation with the Secretary-General and with the Member States the representatives of which were serving on the General Committee during the session, to reconvene the Assembly as necessary in order to consider further the agenda item under consideration or that concerning the situation in Hungary (resolution 1119 (XI)).

(*m*) Subsequent developments

Following its entry into the Gaza Strip on the night of 6-7 March 1957 and into the Sharm el Sheikh area on 8 March, the United Nations Emergency Force, in addition to deploying along the demarcation line, undertook, in the absence of any civil authority, a number of security functions, including the guarding of stores and depots of the United Nations Relief and Works Agency for Palestine Refugees in the Near East, the railroad and railroad stations and road junctions, and the protection of order in the communities. At the same time, UNRWA health, relief, welfare and educational assistance was made available to the entire population of the Strip. With the exception of one incident on 10 March, UNEF found the Gaza population friendly and order and quiet were maintained without great difficulty. Co-operation of local officials and leaders in the conduct of civil administration was largely withheld, however, and there was apparent demand for the return of Egyptian administration. In the prevailing circumstances Gaza's courts, non-refugee schools and post offices could not be opened. Shops began to open soon after the entry of UNEF. The citrus crop was just being harvested and a market for it had to be quickly found or the economy of the Strip would be further hard hit. On 11 March, the Egyptian Government announced the appointment of an Administrative Governor of Gaza, who, with a limited staff, arrived in Gaza and took up his duties on 14 March. There has been no return of Egyptian military forces to the Gaza Strip. A transfer to the Gaza administration of security functions initially undertaken by UNEF took place gradually, extending over a period of weeks. The basic UNEF function of maintaining quiet, through deployment along the demarcation line, has continued and though there were occasional incidents, some serious, the operation, on the whole, was successful during the period of this report.

5. The Suez Canal question (26 April - 21 May 1957)

The Security Council had ended its discussion of the Suez Canal question in October 1956 by unanimously adopting a resolution agreeing that any settlement of the Suez question should meet six basic requirements (see section 2 above).

On 24 April 1957, the representative of the United States of America requested a meeting of the Council for the purpose of resuming discussion of the question to take note of the situation regarding passage of shipping through the Canal.

On the same date, the Minister for Foreign Affairs of Egypt informed the Secretary-General that the Canal was now open again for normal traffic and transmitted a Declaration on the Suez Canal and the Arrangements for its Operation in elaboration of the principles set forth in his Government's memorandum of 18 March on the subject. The Declaration was stated to be in fulfilment of the participation of Egypt in the Constantinople Convention of 1888, noting its understanding of the resolution of the Security Council of 13 October 1956 and in line with Egyptian statements relating to it before the Council.

In the Declaration, the Government of Egypt, among other things, stated its determination (1) to continue to observe the 1888 Convention; and (2) its confidence that the other signatories and all others concerned would do likewise; (3) (i) to maintain free navigation for all nations within the limits of that Convention; (ii) to limit any increase in tolls to 1 per cent within any twelve months, any disagreement with an increase beyond that level to be settled by arbitration under (7) below; and (iii) to develop the Canal in accordance with the progressive requirements of modern navigation; (4) to operate the Canal by the Suez Canal Authority established by Egypt on 26 July 1956 and to encourage co-operation between that Authority and representatives of shipping and trade with a view to advancing the usefulness of the Canal; (5) to have tolls payable in advance to that Authority, which would pay to the Government of Egypt 5 per cent of all the gross receipts as royalty and 25 per cent to a Suez Canal Capital and Development Fund to assure adequate development resources; (6) to give due notice of any alteration of the Canal Code, any such alteration challenged as affecting commitments of the Declaration to be subject to the procedure of (7) below; (7) to refer complaints of discrimination or violation of the Canal Code, for a binding decision by a majority, to an arbitration tribunal composed of one nominee of the complaining party, one of the Authority and a third to be chosen by both, or in case of disagreement, by the President of the International Court of Justice; (8) to refer the question of compensation and claims in connexion with nationalization of the Canal, unless agreed between the parties concerned, to arbitration in accordance with the established international practice; (9) to have disputes arising in respect of the 1888 Convention or the Declaration settled in accordance with the Charter, with differences arising between the parties in respect of the interpretation or applicability of the Convention's provisions to be referred to the International Court and the Government of Egypt taking the necessary steps to accept the compulsory jurisdiction of the Court under Article 36 of its Statute. The Government of Egypt stated that it made this Declaration, which reaffirmed and was in full accord with the 1888 Convention, as an expression of its determination to enable the Canal to be an efficient and adequate waterway. The Declaration, it was said, with the obligations therein, constituted an international instrument and would be deposited and registered with the Secretariat of the United Nations.

On the same day, the Secretary-General replied that the Declaration had been registered on his understanding that the Government of Egypt considered that it constituted an engagement of an international character coming within the scope of Article 102 of the Charter.

At two meetings on 26 April, the Council discussed the item with the participation of the representative of Egypt. The Council resumed its discussion at two further meetings on 20 and 21 May, as the result of a request dated 16 May from the representative of France transmitting a *communiqué* of the Council of Ministers of France; this *communiqué* expressed regret at the decisions of users of the Canal to make direct payment of tolls to Egypt without the minimum guarantees concerning free transit and the equitable distribution of the monies collected, and stated that the French Government could not regard as acceptable a solution of the Canal problem in contradiction with the six requirements set out in the Security Council decision of October 1956.

At the close of the discussion, the representative of the United States, speaking as President of the Council, declared that a majority of the Council had shown awareness of the responsibilities of the United Nations by its adoption on 13 October of six requirements which should be met in any Suez Canal settlement. While certain views had also been expressed to the effect that the Egyptian Declaration and the present operation of the Suez Canal adequately implemented the six requirements of the Council, the majority were of the opinion that those requirements had not yet been met, that there were uncertainties that required clarification, and that the Egyptian position remained to be completed.

It had been observed that Egypt had not yet deposited its acceptance of the compulsory jurisdiction of the International Court of Justice in accordance with its statement of intention.

Questions had been raised about the nature of the obligations which Egypt recognized under the Declaration, the manner in which they were put forward and whether Egypt considered that it could amend or withdraw them at its own will. In that connexion, most Members had qualified their acquiescence in the Egyptian Declaration as provisional. It had been said that the United Nations must continue to seek a final solution, while giving the interim arrangements a chance to work out without injury to the interests of any of the nations involved.

Doubts had been expressed about the lack of provision in the Declaration for organized co-operation by the users, and it had been pointed out that further clarification was needed on the participation of the users implicit in its various paragraphs, particularly those relating to arbitration and the fixing of tolls. Questions on compensation of claims in connexion with the nationalization of the Suez Canal Company and concerning the method of reaching agreement had also been raised. Members had pointed out that the obligations which Egypt appeared to have assumed required further initiative from Egypt if those obligations were to be carried out.

Concern continued to prevail about the insulation of the Canal from the politics of any nation, and that concern was inherent in all of the doubts expressed in the Council about the adequacy of the Egyptian Declaration.

The Egyptian Government would presumably wish as soon as possible to consider the concrete steps it could take to remove the doubts which had arisen. In the meantime, the President stated, the Council would remain seized of the question.

After the meeting of the Security Council, the Secretary-General has continued his contacts with the Egyptian Government regarding various questions raised at the meeting.

6. Complaint by Syria of violation by Israel of the Israel-Syrian General Armistice Agreement: consideration by the Security Council (May 1957)

On 20 April 1957, the Acting Chief of Staff of the United Nations Truce Supervision Organization in

Palestine reported that, in late March, Syria had complained to the Chairman of the Israel-Syrian Mixed Armistice Commission that, in contravention of article V of the General Armistice Agreement establishing a Demilitarized Zone between Syria and Israel, Israel military forces had been building military fortifications and had constructed a bridge of military value to Israel at the outlet of Lake Huleh in that Zone. Syria asked for immediate investigation by the Mixed Armistice Commission and for necessary action with the Israel authorities.

The Acting Chief of Staff had not been able to make an immediate investigation because Israel refused to allow United Nations military observers to enter the Demilitarized Zone from Syrian territory. However, by 7 April, Israel had ceased to object to inspection of the site of the bridge by the Acting Chief of Staff. On 7 April, he found that there were no fortifications of a prohibited type, but that an area on the western approaches to the bridge had been marked as mined; he was arranging to have the mines removed. He stated that, although the bridge could be used for military purposes, he was nevertheless satisfied that it had been erected in connexion with the Huleh reclamation project. Accordingly, he did not think that he would be justified in asking for its removal. The Acting Chief of Staff also suggested that, in view of the difficulties which had occurred in the investigation, the special powers of the Chairman of the Mixed Armistice Commission and United Nations military observers in the Demilitarized Zone should be reaffirmed.

In a letter dated 13 May 1957, the representative of Syria requested a meeting of the Security Council to consider the question. The Council discussed the matter at three meetings held between 23 and 28 May 1957.

The representative of Syria stated, among other things, that a bridge of military value to Israel had been built in the Demilitarized Zone; it therefore represented a violation of the Armistice Agreement. The intention of Israel not to avail itself of the military advantage conferred by the bridge was not relevant to a determination of a breach of the Armistice Agreement. The representative of Syria urged the Council to condemn Israel for violations of the General Armistice Agreement and to order removal of the bridge.

The representative of Israel maintained that the General Armistice Agreement had expressly provided for the restoration of normal civilian life in the Demilitarized Zone. The bridge in question had been constructed by Israel for the sole purpose of serving as a carriage-way for the transport of earth-moving and dredging machinery for the completion of the canal system to the River Jordan. As regards the question of freedom of access of United Nations military observers, Israel would not interfere in their movements in the Demilitarized Zone when such movement was necessitated by their official functions. However, it would not agree to any investigation in the Demilitarized Zone based on Syrian complaints.

Summing up the debate, the representative of the United States, speaking as President, stated that all members of the Council agreed that the authority of the Chief of Staff of UNTSO should be respected and that the parties should co-operate with him. Members had noted that in the present case delay had been caused in his inspection of the bridge and the discharge of his duties. A majority had pointed out that the Chief of Staff was the proper authority for ensuring full implementation of the provisions of article V of the General Armistice Agreement and had supported his decisions in that respect. Note had been taken of other problems in the Demilitarized Zone, and it had been suggested that the Acting Chief of Staff might submit an additional report. The President also took note of a statement by the Secretary-General to the effect that, in the light of the Council's discussion of the present case, he would request the Acting Chief of Staff to present such a report within a month.

7. Activities of the United Nations Conciliation Commission for Palestine

On 4 October 1956, the Conciliation Commission for Palestine submitted its fifteenth progress report, covering the period 1 January 1955 to 30 September 1956. The Commission stated that it had continued to concentrate on certain concrete problems on which it felt progress could be made.

On the question of Arab refugee bank accounts blocked in Israel, the Commission reported that approximately four-fifths of the funds in question had been released and that considerable progress had also been made with regard to the transfer of safe deposit and safe custody items to their refugee owners.

As to the question of the identification of Arab refugee property holdings in Israel, the Commission estimated that, by the middle of 1957, it would have in its possession a detailed record of refugee-owned land in Israel and any information from official sources which might indicate its value.

In reply to an inquiry by the Commission to Israel concerning its declared policy to offer compensation for abandoned Arab lands in Israel, the Government of Israel had stated, on 11 March 1956, that the problem of compensation could not be considered in disregard of the general context of Arab-Israel relations.

In a further letter of 28 September 1956, the Commission had expressed its disappointment over Israel's apparent withdrawal from its previous position on the over-all question of compensation, and requested a reply to its inquiries as to the administration of Arab refugee property in Israel.

8. Assistance to Palestine refugees

(*a*) Reports of the Director and of the Advisory Commission of the United Nations Relief and Works Agency for Palestine Refugees in the Near East

The Director of the United Nations Relief and Works Agency for Palestine Refugees in the Near East submitted to the General Assembly at its eleventh session the seventh annual report on the work of the Agency, covering the period 1 July 1955 to 30 June 1956, and a special report covering the activities of the Agency from 1 November to mid-December 1956 resulting directly from the crisis in the Near East. In addition, the Assembly had before it a special report of the Advisory Commission of UNRWA dated 21 December 1956.

The annual report recorded slow and fragmentary progress in the long-term task of assisting the refugees to become self-supporting, but reported that the work

of the Agency in the field of relief had been carried out as satisfactorily as local conditions and available funds permitted. The Agency's ability to continue its work in all fields would depend upon the funds made available, upon the attitude and co-operation of both the refugees and the host Governments, and upon political conditions in the area of operations.

The annual report drew the following conclusions: (1) the work of the Agency must be considered against the political background of the Palestine question, to which the refugee problem was inextricably linked. The continuing demand of the great mass of the refugees for return to their homes was supported by the Arab Governments. The refugees remained opposed to the development of large-scale projects for self-support, which they erroneously linked with permanent resettlement and abandonment of repatriation. Meanwhile, limited progress had been achieved in that field; (2) regardless of future political developments, the need for relief would continue beyond the term of the Agency's mandate. The longer a political solution was delayed, the longer would relief be required; (3) if the Assembly wished the Agency to continue its services, it must review the extent and scope of those services in the light of the Agency's financial and other operational difficulties, decide on the desirable extent of UNRWA's responsibilities and provide clear directives for the future. Those directives should cover such matters as the standards of relief services to be provided, the extent of the education programme, a possible programme of public and other work for the Gaza Strip, the possible extension of the Agency's mandate so as to permit it to encourage the general economic development of the host countries in ways that would indirectly benefit the refugees, and the possible expansion of the rolls to include needy, hitherto ineligible, categories of claimants for relief who had remained unaided on account of lack of funds; (4) it was of the utmost importance both that the Assembly should make available, in sufficient time, adequate funds to enable the Agency to carry out its future responsibilities and that the host Governments should give their full and open co-operation to the Agency.

The Director's special report described the effects of the recent hostilities in the Near East on the refugees and the emergency actions taken by UNRWA, particularly in the Gaza Strip, as a result of the military operations. It listed additional costs incurred, up to mid-December, of $465,000, and urged Members to make adequate contributions, lest the Agency be forced to reduce its meagre services to the detriment of the refugees.

In its special report, the Advisory Commission of UNRWA endorsed the two reports of the Director. It drew attention to the difficulties arising out of the fundamental differences of approach between the contributing and the host Governments concerning the standards to be applied by the Agency in matters of relief and rehabilitation among the refugees. While the contributing Government deemed relief dependent on the extent of available contributions, the host Governments had tended to consider that the United Nations had a responsibility to establish the necessary standards and that the Member States should meet the necessary expenses. Regarding rehabilitation, the contributing Governments emphasized the need of rendering the refugees self-supporting through large-scale works and investments, whereas the host Governments regarded such projects as implying the permanent resettlement of refugees in contravention of their right of repatriation. Hence, the work of the Agency concerning rehabilitation had remained confined to a few minor projects. The fundamental divergence of opinion could only be resolved by the General Assembly through a re-definition of the Agency's mandate. Regarding finances, the difficulties arising from inadequate funds, unpaid pledges and the recent emergency situation might bring about severe cuts in the services provided by the Agency if additional contributions were not made immediately. The relief budget of $43.4 million, established for the fiscal period of 1 July 1956 to 31 December 1957, was inadequate to meet the basic needs of the refugees. The Agency would enter the new calendar year with funds of $4.9 million, which were sufficient for two months only.

(*b*) Consideration by the General Assembly at its eleventh session

The Special Political Committee considered the reports at thirteen meetings held between 11 and 23 February 1957.

On 22 February, Argentina, the Netherlands, New Zealand, the Philippines, the United Kingdom and the United States of America submitted a draft resolution which was twice revised on 23 February. According to the final text, co-sponsored by the same countries except the Netherlands, the General Assembly would, among other things: (1) direct the Agency to pursue its programme for the relief and rehabilitation of refugees, bearing in mind the limitation imposed upon it by the extent of the contributions for the fiscal year; (2) request the host Governments to co-operate with the Agency in carrying out its functions; (3) request the Governments of the area, without prejudice to paragraph 11 of resolution 194 (III), in co-operation with the Director of the Agency, to plan and carry out projects capable of supporting substantial numbers of refugees; (4) request the Agency to continue its consultation with the United Nations Conciliation Commission for Palestine in the best interest of their respective tasks, with particular reference to paragraph 11 of resolution 194 (III); (5) decide to retain the rehabilitation fund and authorize the Director in his discretion to disburse such monies as might be available to the individual host Governments for general economic development projects, subject to agreement by any such Government that within a fixed period of time it would assume financial responsibility for an agreed number of refugees, such number to be commensurate with the cost of the project without prejudice to paragraph 11 of resolution 194 (III); (6) reiterate its appeal to private organizations and Governments to assist in meeting the serious needs of other claimants for relief as referred to in paragraph 5 of resolution 916 (X); (7) request the Negotiating Committee for Extra-Budgetary Funds to seek the financial assistance needed from the Members of the United Nations; (8) urge all Governments to contribute to the extent necessary to carry to fulfilment the Agency's programmes; (9) note with approval the Agency's programme for the refugees in the Gaza Strip; (10) and express its thanks to the Director and the staff of the Agency for continued faithful efforts to carry out its mandate, and to the specialized agencies and the many private organizations for their valuable and continuing work in assisting the refugees.

On 11 February, the Director of UNRWA, in introducing his report, reiterated his conviction that, unless the choice provided for in resolution 194 (III) regarding repatriation or compensation were given the refugees, or unless some other political settlement of the Palestine problem could be reached, the Agency would be unable to implement the resolution of the Assembly calling for the reintegration of the refugees into the economic life of the Near East, either by repatriation or by resettlement.

In the course of the discussion, some Arab representatives took the view that the main obstacle to the solution of the refugee problem was Israel's refusal to comply with United Nations resolutions concerning repatriation or compensation. It was essential for the United Nations to exert efforts to restore to the refugees their rights to repatriation or compensation. The Arab representatives also expressed the view that suggestions for resettlement and rehabilitation of the refugees, as advanced by Israel, for instance, as the only acceptable solution, were unrealistic, since the refugees' desire for repatriation remained unabated. The rehabilitation projects, even if implemented, could provide for only a portion of them. No Arab State could co-operate with the Agency regarding the resettlement or rehabilitation of refugees until a political settlement had been attempted. The host Governments had co-operated, they said, with the Agency and they pledged continued support in the future.

The representative of Israel observed that the only practicable solution of the refugee problem was resettlement and not repatriation. By keeping alive the refugees' illusions about recreating an Arab Palestine at the expense of Israel, the refugees had been instigated to resist resettlement. However, some progress had already taken place with respect to the reintegration of refugees in some Arab countries. While Israel could not solve the problem through repatriation on account of vital demographic, security and social reasons, it stood by its offer to pay compensation for abandoned Arab property although that offer could not be implemented so long as the economic warfare by Arab States against Israel persisted.

The co-sponsors of the draft resolution, recalling the difficulties involved in the solution of the problem of refugees, stated that it could be resolved only through a genuine co-operation between the parties. While it was necessary that Israel should do its utmost regarding the issue of repatriation, the Arab States should co-operate with the refugees for the implementation of the reintegration and development projects.

At the conclusion of the debate, the Director of the Agency made a statement, analysing the draft resolution and stating his understanding on a few matters on which he had requested guidance but which were not specifically covered by that resolution.

On 23 February, the Special Political Committee approved the draft resolution by a roll-call vote of 66 to none, with 1 abstention. On 28 February, the General Assembly adopted the draft resolution recommended by the Committee by 68 votes to none, with 1 abstention (resolution 1018 (XI)).

(*c*) Activities of the United Nations Relief and Works Agency for Palestine Refugees in the Near East

Operations

The Agency's work during the period under review has been affected by the general political unrest in the Near East, by events surrounding the Israel occupation of Gaza from November 1956 to March 1957, and by extreme financial stringency.

The number of refugees registered with the Agency increased from 919,710 on 1 May 1956 to 929,117 on 1 May 1957. There have been no major changes during the year under review as regards the accuracy of the Agency's registration; the principal difficulties remain those in Jordan, where the Government has not found it possible to put into effect the tentative arrangements reported to the General Assembly at its tenth session for the transfer to eligible refugees (principally to children) of rations recovered from persons ineligible for relief. Nor has it so far been possible to introduce in Syria the new and more equitable system for determining when a refugee has become self-supporting, which was put into effect in Lebanon during the previous year.

There have been no changes either quantitatively or qualitatively in the basic food rations or in the supplementary feeding provided for refugees. The number of refugees entitled to basic dry rations on 1 May 1956 was 846,637 (full rations 829,627; half rations 17,010); this had been slightly reduced to 845,352 (full rations 828,527; half rations 16,825) by 1 May 1957. The monthly average of pregnant and nursing women receiving an additional special ration has remained the same at about 27,000; the average number of hot midday meals given on doctor's orders has increased from 43,000 to 43,600.

In spite of the dislocation following the occupation by Israel of the Gaza Strip at the beginning of November 1956, the Agency's normal November ration distribution was delayed for only four days, although the supplementary feeding programme was stopped for longer. This was achieved in spite of the suspension of the normal line of communications through Port Said and El-Arish, and the isolation in Port Said of approximately one month's supplies of food for the Strip. Alternative emergency supplies were located and purchased, and shipping secured to bring them to Haifa, which was the only port capable of serving the Gaza area in the circumstances prevailing. In spite of considerable difficulties, rations and fuel were issued to the refugees regularly and without interruption.

A further emergency confronted the Agency when Israel forces withdrew from Gaza in March, at a time when nearly 12,000 tons of food and other supplies were stored in Haifa awaiting onward movement to Gaza. For various reasons it proved impossible to use the railway from Haifa, and special arrangements had to be made to ship the goods by sea to Gaza, Rafah and Port Said. Once again, by the use of emergency measures, these supplies were transported on time, so that the normal issues of rations were not affected.

The number of refugees sheltered in camps in all countries was 373,160 on 31 March 1957, as compared with about 363,000 a year before. During the year ending 30 June 1957, the construction of three new camps was completed. Some thousands of tents and

other unserviceable living units were replaced by concrete huts, built in many cases by the refugees themselves with the Agency's financial assistance. Lack of funds has, however, made it impossible to meet all needs, particularly as regards shelter for overcrowded families.

The Agency's health services remain substantially unchanged. Heavy demands were made upon the medical services and hospitals in the Gaza Strip for a short time at the beginning of the Israel occupation of the Strip, and certain of the Agency's clinic services were interrupted for a few weeks. The new wing for refugee patients, added by the Agency to an existing tuberculosis hospital in Lebanon, was opened in April 1957.

The children's clothing programme, in which cloth provided by the Agency is made up into garments, largely by the mothers, has been continued and every boy and girl under fifteen years of age in the Agency's care has received an outfit of clothes. Donations of used clothing by voluntary agencies, which are as essential as ever, have continued. The Agency pays all freight charges.

The rate of increase of the Agency's education system has slackened as the backlog of children not attending school has been overtaken, and the numbers entering school are now normal. In the 1956-1957 academic year, there were about 118,000 pupils and 3,137 teachers in 370 Agency schools, as well as about 53,800 assisted refugee pupils in government and private schools. The general scope of the system has remained unchanged. UNRWA elementary schools in the Gaza Strip continued more or less unaffected by the Israel occupation, though secondary schools were closed. The Gaza agricultural and vocational training centres were also closed during the Israel occupation; the agricultural training centre has not been reopened. Shortage of funds forced the closure, at the end of the academic year, of the teacher-training centres for men and women at Ramallah and Nablus in Jordan. Lack of money has also forced the Agency to suspend plans for the construction of three vocational and two agricultural training centres in Jordan and Lebanon, which had reached an advanced stage. This is particularly to be deplored because graduates from existing centres in Jordan and Gaza are finding no difficulty in obtaining work, and increasing numbers of applicants of better educational standard were beginning to present themselves to the centres for training.

Financial stringency has also brought to an end the Agency's programme of small-scale self-support projects in Jordan which had begun to attract the support of large numbers of refugees. From 1 May 1956 to 30 May 1957, grants amounting to $1,655,000 were made to 4,205 beneficiaries for 574 industrial, commercial and agricultural projects, as well as for housing. At the time when the decision was made that no new applications could be accepted, they were being received at the rate of 500 every month. There has been no major development in the Agency's small agricultural colonies.

During the year under review, the Agency's placement offices have enlarged their contacts with Governments and private industry in the Middle East and there has been a noticeable increase in the number of jobs filled by refugees.

Finance and personnel

A feature of the period has been the virtual exhaustion of the Agency's working capital reserves, the use of which had made it possible to procure supplies in advance and to obtain the advantages of low prices in the world market. With the disappearance of these reserves, it has become essential to secure contributions at the earliest possible moment, a substantial part of which must be paid before the period to which they are attributable. With a view to making this possible, it was decided to transfer the Agency's fiscal year from 1 July-30 June to a calendar year basis. To achieve this, the budget following 30 June 1956 was established for an eighteen-month period, i.e., from 1 July 1956 to 31 December 1957. Starting 1 January 1958, the Agency's budgets will once more cover a twelve-month period.

On this basis, the budget for the operations described above, including administrative and overhead expenses, was established at $43.4 million for relief services (food, shelter, health and welfare services) and $22.1 million for rehabilitation (education including training, and self-support projects) for the eighteen months from 1 July 1956 to 31 December 1957. This is equivalent to about $29 million and $15 million for relief and rehabilitation respectively *per annum*. During the period 1 July 1956 to 30 June 1957, expenditures have been at the rate of about $25 million and $8.5 million for relief and rehabilitation respectively. The differences between the budgeted amounts and the actual expenditures are largely due to the postponement of new developments (for example, shelter and school construction was severely limited, no tents were given to Bedouin refugees and no improvements were made in supplementary feeding for children) and to the stopping of certain programmes (for example, the individual grants programme in Jordan, and the expansion of vocational training). No reductions have been made in the essential services for refugees, in accordance with the instructions of the General Assembly that, in the event of financial stringency, food, health, shelter and clothing should have priority.

The Agency's staff as at 31 December 1956 consisted of 10,128 area personnel, mostly refugees, and 155 international personnel. Of these, 3,135 were teachers and 3,411 medical and sanitation staff.

Chapter II

THE HUNGARIAN QUESTION

A. THE SITUATION IN HUNGARY

1. Consideration by the Security Council (28 October-4 November 1956)

On 27 October 1956, France, the United Kingdom and the United States of America requested a meeting of the Security Council to consider an item entitled "The situation in Hungary", pursuant to Article 34 of the Charter. The three countries stated that foreign military forces in Hungary were violently repressing the rights of the Hungarian people, which were secured by the Treaty of Peace to which Hungary and the Allied and Associated Powers were parties. A number of other delegations expressed their support for inclusion of the item in the Council's agenda.

On 28 October, the representative of the Hungarian People's Republic protested against the consideration by the Council of the situation in Hungary. The events of 22 October 1956 and thereafter, and the measures taken in the course of those events, were exclusively within the domestic jurisdiction of Hungary.

At a meeting of the Council held on 28 October pursuant to the above request, the representative of the Union of Soviet Socialist Republics maintained that discussion by the Council would amount to gross interference in the domestic affairs of Hungary and contravention of Article 2, paragraph 7, of the Charter. Consideration by the Council was designed to encourage the armed rebellion which was being conducted by a reactionary underground movement against the legal Government. The Hungarian Government, in taking measures to end the criminal activities of counter-revolutionary elements, had been acting entirely in accordance with article 4 of the Peace Treaty, which obligated it not to permit the existence and activities of organizations of a fascist type. Article 34 of the Charter, which concerned only disputes or situations of an international character, was not relevant, and the Council was not competent to examine such questions.

The representative of the United Kingdom categorically denied the motives ascribed to the three Governments by the USSR representative, and declared that the fact that foreign troops were fighting in Hungary obviously made the matter one of international concern.

On 28 October, the Council decided, by 9 votes to 1 (USSR) with 1 abstention (Yugoslavia), to include the question "The situation in Hungary" in its agenda; it discussed the item at four meetings held between 28 October and 4 November 1956.

At the first of these meetings, the representative of Hungary was invited to the Council table.

The representative of the United States emphasized that, in desiring the independence of the satellite countries, the United States had no purpose other than that they should have Governments of their own free choosing. He gave an account of events in Hungary and said that, according to reports, Soviet tanks and Hungarian political police had fired on Hungarian citizens, that Soviet military reinforcements had entered Hungary and that large-scale fighting had ensued. Along with demonstrations in Budapest, demands had been made for the withdrawal of Soviet troops from Hungary. The United States representative urged Council action to end the repression in Hungary. The representatives of the United Kingdom and France, and other members of the Council, held that the evidence showed that foreign troops had intervened on a massive scale in Hungary, creating a situation of which the Security Council, acting under Article 34 of the Charter, must take cognizance. Even if Soviet troops were in Hungary under the provisions of the Warsaw Treaty, those troops, under article 8 of that Treaty, could not be used to maintain law and order. In a broadcast on 28 October, Mr. Imre Nagy, President of the Council of Ministers of Hungary and Acting Minister for Foreign Affairs, had stated that recent upheavals in Hungary represented a big national democratic movement and also that his Government was opening negotiations concerning the relationship between Hungary and the USSR, including the question of the withdrawal of Soviet troops.

The representative of the USSR said that events in Hungary had made it clear that, with the assistance of the United States, a reactionary underground movement had been organized in Hungary which had exploited the difficulties and shortcomings in the work of State and party organs in the country in order to mislead certain sections of the people. He noted that Mr. Nagy's broadcast drew a clear distinction between the democratic movement and the movement of counter-revolutionary elements which had attached itself to it. Measures for the liquidation of the latter had been carried out by the people's militia and the Hungarian people's army. In response to an appeal by the Hungarian Government, Soviet military units, located in Hungary in conformity with the Warsaw Treaty, had gone to the help of the Hungarian forces and the Hungarian workers. It was well known that broad democratic freedoms existed in Hungary and all statements concerning the so-called violation of rights were meant to justify the interference by the western Powers in the domestic affairs of that country.

On 1 November, Mr. Nagy informed the Secretary-General that further Soviet units were entering Hungary. In his capacity of Minister for Foreign Affairs,

he had expressed the strongest protest to the Soviet Ambassador and had demanded the instant withdrawal of those forces. He had informed the Ambassador that the Hungarian Government was repudiating the Warsaw Treaty immediately; it was declaring Hungary's neutrality as from 1 November, was turning to the United Nations and was requesting the help of the four great Powers in defending the country's neutrality. He requested the Secretary-General to place on the agenda of the forthcoming session of the General Assembly the question of Hungary's neutrality and the defence of that neutrality by the four great Powers.

On 2 November, various members of the Council condemned the use of force by the USSR in Hungary. The USSR Government's statement of 30 October, to the effect that it had ordered the withdrawal of its army units from Budapest as soon as the Hungarian Government recognized that to be necessary, and that it was willing to enter into negotiations with Hungary and other participants in the Warsaw Treaty concerning the presence of Soviet troops in Hungary, was contrasted with the telegram sent to the Secretary-General by the Hungarian Government. The plea made in that communication could not be ignored. It was obvious that foreign intervention had taken place and that it was continuing in Hungary against the wishes of the people and the Government. There was, therefore, a flagrant violation of Hungarian sovereignty and independence. It was also stated that the Hungarian Communist Party newspaper had described as an insult to the people of Budapest the account given of events in that city by the Government of the USSR.

The representative of the USSR said that the counter-revolutionary uprising against the people's régime in Hungary had been suppressed by the action of the Hungarian authorities. He quoted from the USSR statement of 30 October to the effect that the Government of the USSR had instructed its military command to withdraw Soviet military units from Budapest as soon as that was thought necessary by the Hungarian Government. Now that the situation had begun to improve, certain counter-revolutionary elements, with outside assistance, were trying at all costs to disturb the emerging order. Rumors that the USSR was moving additional armed forces into Hungarian territory were utterly unfounded, as was the statement made by Mr. Nagy. Discussion of the matter in the Council, the Soviet representative said, was a manoeuvre by the western Powers to distract public attention from the Anglo-French aggression in the Middle East.

In a letter of 2 November circulated to the Council, Mr. Nagy gave further details, based mainly on military reports, regarding the arrival of Soviet reinforcements and Soviet military movements in Hungary. On the basis of those facts, the Hungarian Government had informed the USSR Embassy and all the other diplomatic missions in Budapest regarding the steps directed against the Hungarian Republic. At the same time, it had forwarded to the Embassy concrete proposals concerning negotiations for the withdrawal of Soviet troops stationed in Hungary and the termination of the Warsaw Treaty, and had proposed a mixed committee to prepare the withdrawal of the Soviet troops. Mr. Nagy requested the Secretary-General to call upon the great Powers to recognize the neutrality of Hungary and asked the Security Council to instruct the Soviet and Hungarian Governments to start the negotiations immediately.

On 3 November, the United States submitted a draft resolution under which, *inter alia,* the Council would: (1) call upon the USSR to desist forthwith from any intervention, particularly armed intervention, in the internal affairs of Hungary; (2) express the hope that the USSR would withdraw its forces from Hungary without delay; (3) affirm the right of the Hungarian people to a government responsive to its national aspirations and dedicated to its independence and well-being; (4) request the Secretary-General, in consultation with the heads of appropriate specialized agencies, to explore on an urgent basis the need of the Hungarian people for food, medicine and other similar supplies, and to report to the Council as soon as possible; and (5) request all Members, and invite national and international humanitarian organizations, to co-operate in making available such supplies as might be required by the Hungarian people.

The representative of Hungary informed the Council that the leaders of the Hungarian and Soviet armies had met and discussed technical questions involved in withdrawing the Soviet troops. They were to meet again that night. According to the Soviet proposal, no more troops would cross the border until an agreement was reached. The representative of the USSR confirmed that negotiations were proceeding concerning Soviet troops in Hungary.

On Sunday, 4 November 1956, the Council was urgently summoned to meet at 3 a.m. to consider reports of a new and violent attack by Soviet troops in Budapest and elsewhere in Hungary. Various representatives condemned the attack, and noted that it had been undertaken at the very time when the representative of the USSR on the Council had confirmed that negotiations were taking place about a Soviet withdrawal in Hungary.

The representative of the USSR stated that his delegation had no official information on the reported new developments; he felt that, in those circumstances, the more correct course would be to postpone consideration of the question until reliable information was available.

The Council had before it a revised United States draft resolution which, *inter alia,* called upon the USSR not to introduce additional armed forces into Hungary and to withdraw without delay all its forces from that country. It received 9 votes in favour to 1 against (USSR), and was not adopted owing to the negative vote of a permanent member of the Council.[1]

The United States representative then submitted a draft resolution, which the Council adopted by 10 votes to 1, by which the Council decided to call an emergency special session of the General Assembly, as provided for in Assembly resolution 377 (V) on "Uniting for Peace", to consider the situation in Hungary.

The Secretary-General stated that he wished to place on record that the declaration he made on the duties of the Secretary-General at the meeting of the Council on 31 October 1956 during consideration of the Middle East question applied also to the present situation.[2]

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[1] At the next meeting the representative of Yugoslavia requested that his delegation should be recorded as having abstained in the voting.

[2] See Chapter I, 3 (*a*).

2. Consideration by the General Assembly at its Second Emergency Special Session (4-10 November 1956)

(a) Inclusion of the item in the agenda

When the second emergency special session of the General Assembly met on 4 November 1956 to consider the item entitled: "The situation in Hungary", the representative of the USSR opposed the inclusion of the item in the agenda on the ground that discussion of it was barred by Article 2, paragraph 7, of the Charter. The legal Government of Hungary had protested, on 28 October 1956, against discussion of the matter in the United Nations. Mr. Nagy's communications to the United Nations were unconstitutional and invalid. The Nagy Government had in fact collapsed, and a Revolutionary Workers' and Peasants' Government had been formed, which included several Ministers of the Nagy régime. That Government, headed by Mr. Janos Kadar, had informed[3] the Secretary-General that all communications from Mr. Nagy were invalid and had reiterated the Hungarian Government's objections to discussion of the situation in the United Nations. The proposal to include the matter in the agenda was motivated by a desire to aggravate the situation and to support fascist elements which had risen against the Hungarian people and its lawful Government.

In support of inclusion of the item, it was stated that the use of foreign forces to repress rights established by the Treaty of Peace with Hungary (10 February 1947) was a violation which was of concern to the other nations parties to that Treaty. Recent events in Hungary had clearly demonstrated that, in violation of Article 2, paragraph 4, of the Charter, force had been both threatened and used against the political independence of Hungary.

On 4 November, the Assembly decided, by 53 votes to 8, with 7 abstentions, to include the item in its agenda.

(b) Adoption of General Assembly resolution 1004 (ES-II) of 4 November 1956

The United States of America submitted a draft resolution which, as modified during the debate, provided, *inter alia*, that the Assembly, (1) recalling the guarantees in the Hungarian Peace Treaty concerning human rights and fundamental freedom, (2) condemning the use of Soviet military forces to suppress the efforts of the Hungarian people to reassert their rights, (3) noting the USSR declaration of 30 October 1956 of its avowed policy of non-intervention, (4) noting the demand made on 1 November 1956 by the Government of Hungary that the USSR should instantly withdraw its forces, (5) noting further the Hungarian Government's communication of 2 November 1956 asking the Security Council to instruct the Governments of the USSR and Hungary to start negotiations immediately on withdrawal of Soviet forces, (6) noting that the Soviet intervention in Hungary had resulted in grave loss of life and widespread bloodshed among the Hungarian people, and (7) taking note of the radio appeal of Prime Minister Nagy of 4 November 1956, would: (8) call upon the USSR to desist forthwith from all armed attack on the people of Hungary and from any form of intervention in Hungary; (9) call upon the USSR to cease the introduction of additional armed forces into Hungary and to withdraw therefrom all of its forces without delay; (10) affirm the Hungarian people's right to a government responsive to its national aspirations; (11) request the Secretary-General to investigate the situation caused by foreign intervention in Hungary, to observe the situation directly through representatives named by him, and to report thereon to the Assembly at the earliest moment, and as soon as possible to suggest methods to bring to an end the foreign intervention in Hungary in accordance with the principles of the Charter; (12) call upon the Governments of Hungary and of the USSR to permit observers designated by the Secretary-General to enter the territory of Hungary, to travel freely therein, and to report their findings to the Secretary-General; (13) call upon all Members to co-operate with the Secretary-General and his representatives in the execution of his functions; (14) request the Secretary-General, in consultation with the heads of appropriate specialized agencies, to inquire, on an urgent basis, into the needs of the Hungarian people for food, medicine and other similar supplies, and to report to the General Assembly as soon as possible; and (15) request all Members, and invite national and international humanitarian organizations, to co-operate in making available such supplies as might be required by the Hungarian people.

The draft resolution was adopted on 4 November by a roll-call vote of 50 to 8[4] with 15 abstentions[5] (resolution 1004 (ES-II)).

(c) Adoption of General Assembly resolutions 1005 (ES-II), 1006 (ES-II) and 1007 (ES-II) of 9 November 1956

On 7 November, the Secretary-General informed the General Assembly that the resolution of 4 November had been formally called to the attention of the two Governments most directly concerned and that he would shortly be in a position to report on further steps in implementation of the resolution. In the meantime, the Office of the United Nations High Commissioner for Refugees was working with other welfare agencies to meet the need for food, medicine and other similar supplies.

On 8 November, the representative of Hungary reiterated the Hungarian Government's declaration of 28 October to the effect that events in Hungary and the measures taken in connexion therewith were exclusively the domestic concern of the Hungarian People's Republic. The appeals sent by Mr. Nagy had been declared invalid by the new Government of Hungary and they could not, therefore, be regarded as official.

A number of representatives questioned whether the representative of Hungary represented either the people or the legitimate Government of that country, declaring that the Kadar Government had been imposed by force.[6]

[3] This communication, dated 4 November, was circulated on 7 November.

[4] Albania, Bulgaria, Byelorussian SSR, Czechoslovakia, Poland, Romania, Ukrainian SSR, USSR.

[5] Afghanistan, Burma, Ceylon, Egypt, Finland, India, Indonesia, Iraq, Jordan, Libya, Nepal, Saudi Arabia, Yemen, Yugoslavia.

[6] The issue was raised in the Credentials Committee, which reported on 8 November that it had decided to recommend that the Assembly take no decision on the matter at that time pending further clarification. On 9 November, the Assembly approved the Committee's report by 68 votes to none, with 1 abstention.

Italy submitted a draft resolution, co-sponsored by Cuba, Ireland, Pakistan and Peru, which provided, *inter alia,* that the General Assembly, noting the continuing violent repression by Soviet forces of the Hungarian people's efforts to achieve freedom and independence, would: (1) call again upon the USSR to withdraw its forces from Hungary without any further delay; (2) consider that free elections should be held in Hungary under United Nations auspices; (3) reaffirm its request to the Secretary-General to investigate and to report on the situation caused by foreign intervention in Hungary; and (4) request the Secretary-General to report on compliance.

At the same meeting, the Secretary-General drew attention to an *aide-mémoire* he had sent that day to the Government of Hungary, containing the main points of his plan for the implementation of resolution 1004 (ES-II). He had asked whether the Government was willing to admit observers designated by him into Hungary as soon as possible. He intended to proceed with a selection of observers on the assumption that the Government would meet the Assembly's request. The Assembly had also requested the Secretary-General to investigate the situation caused by foreign intervention in Hungary. He had taken steps for such investigation on the basis of available and confirmed material. Finally, the Assembly had requested him as soon as possible to suggest methods to bring an end to the foreign intervention in accordance with the principles of the Charter. The matter was under active consideration within the Secretariat. It was obviously not possible to reach a final result before the end of the investigation previously referred to, and without the co-operation of the Hungarian Government in the sense he had indicated.

On 9 November, the United States submitted a draft resolution concerning the humanitarian aspects of the question and assistance to refugees from Hungary. Under the first part of this resolution, the General Assembly, considering that the military authorities of the USSR were interfering with the transportation and distribution of food and medical supplies urgently needed by the civilian population in Hungary, would: (1) call upon the USSR to cease immediately actions against the Hungarian population which were in violation of the accepted standards and principles of international law, justice and morality; (2) call upon the Hungarian authorities to facilitate, and the USSR not to interfere with, the receipt and distribution of food and medical supplies to the Hungarian peoples; and (3) urge the USSR and the Hungarian authorities to cooperate fully with the Secretary-General and his duly appointed representatives in the carrying out of relief tasks. The second part of the draft resolution provided that the Assembly, considering that, as a result of the harsh and repressive action of the Soviet armed forces, increasingly large numbers of refugees were being obliged to leave Hungary and seek asylum in neighbouring countries, would: (1) request the Secretary-General to call upon the United Nations High Commissioner for Refugees to consult with other appropriate international agencies and interested Governments with a view to making speedy and effective arrangements for emergency assistance for refugees from Hungary; and (2) urge Member States to make such contributions for that purpose.

At the next meeting on the same day, Austria submitted a draft resolution under which, as modified prior to the vote, the Assembly, *inter alia,* would: (1) resolve to provide large scale and immediate relief aid in the affected territories; and (2) call upon all Members to assist to the maximum such action as well as to assist the Secretary-General in the implementation of the resolution.

On the same date, amendments to the United States draft resolution were submitted by Ceylon and Indonesia, *inter alia,* (1) to delete in the first part the reference in the preamble to interference by the military authorities of the USSR, (2) to delete operative paragraph 1; (3) to delete the reference to USSR interference in paragraph 2; and (4) to delete the reference to the USSR in paragraph 3. The preamble to the second part of the draft resolution would be amended to read: "Considering that large numbers of refugees are leaving Hungary".

Those speaking in support of the draft resolution submitted by Cuba, Ireland, Italy, Pakistan and Peru emphasized that the so-called "Revolutionary Workers' and Peasants' Government" was a Soviet agency imposed on Hungary by Soviet soldiers, who were massacring the workers and peasants. Hungary must be freed from foreign troops and its people must be given the right to choose its own government through free elections.

A number of representatives who opposed this proposal, including those of Hungary and the USSR, declared that it represented a further attempt to falsify the facts in respect of developments in Hungary in order to justify further interference in that country's domestic affairs for the purpose of distributing the progress and consolidation of peaceful development.

It was also observed that the Assembly could not, in any circumstances, whether it considered the action under discussion right or wrong, disregard the sovereign rights of Members. The right of the Hungarian people to choose the form of government it desired was inherent in its sovereignty and membership in the Organization. The Assembly could not deal with the problem in the same way as in the case of a colonial country, where the people had no representation.

A number of representatives indicated that they would abstain in the vote on the five-Power draft resolution, expressing the view that it would serve no practical purpose, since the mere adoption of a resolution calling for free elections would not bring those elections about. The proposal was also premature in that it was only after completion of the task assigned to the Secretary-General that the Assembly could get down to the practical business of what it should do.

The majority of speakers supporting the United States draft resolution opposed the amendments to it proposed by Ceylon, India and Indonesia. Apart from the fact that the relevant provisions of the draft resolution were a precise description of what was taking place, the Assembly should not overlook the impact of public opinion that would result from a decision to omit them. Those supporting the amendments urged that a resolution on humanitarian questions should not contain elements of a political character and should be limited to the requirements of the task envisaged.

On 9 November, the five-Power draft resolution was adopted, as a whole, by a roll-call vote of 48 to 11, with 16 abstentions (resolution 1005 (ES-II)). The three-Power amendments to the United States draft resolution were rejected by a roll-call vote of 45 to 18, with 12

abstentions. The United States draft resolution was then adopted by a roll-call vote of 53 to 9, with 13 abstentions (resolution 1006 (ES-II)). The Austrian draft resolution was thereafter adopted by a roll-call vote of 67 to none, with 8 abstentions (resolution 1007 (ES-II)).

(*d*) Adoption of General Assembly resolution 1008 (ES-II) of 10 November 1956

On 10 November, the General Assembly had before it a draft resolution submitted by the United States under which it would decide to place on the provisional agenda of its eleventh regular session (which was due to open on 12 November), as a matter of priority, the question on the agenda of its second emergency special session. The draft resolution was adopted by 53 votes to 9, with 8 abstentions (resolution 1008 (ES-II)).

3. Consideration by the General Assembly at its eleventh session

(*a*) Steps taken by the Secretary-General in implementation of the recommendations of the General Assembly at its second emergency special session

In an *aide-mémoire* to the Government of Hungary, dated 10 November 1956, the Secretary-General noted with disappointment that he had not so far received any reply to his *aide-mémoire* of 8 November (see subsection 2 (*b*) above), although the situation was one of the greatest urgency, and requested a reply without further delay. The Secretary-General stated that, should the reply have been held up by a consideration of the modalities for a visit by observers appointed by him, he was willing immediately to arrange for a discussion about the modalities. On the same day, the Secretary-General transmitted a copy of the *aide-mémoire* to the USSR Government, asking that Government to support his demand to the Government of Hungary to permit observers designated by him to enter the territory of Hungary, to travel freely therein, and to report their findings.

In a *note verbale* addressed to the Minister for Foreign Affairs of Hungary, also on 10 November, the Secretary-General requested information concerning the needs of the Hungarian people for medical supplies, foodstuffs and clothing. Upon receipt of that information, he would wish to discuss with the Hungarian Government the best means of providing the assistance required.

On 12 November, the Secretary-General announced that he had been pursuing discussions concerning the composition of groups for investigation and for the direct observation of the prevailing situation as requestion in resolution 1004 (ES-II). As of that date, Dr. Alberto Lleras (Colombia) and Judge Oscar Gundersen (Norway) had accepted to participate.

Also on 12 November, the Acting Minister for Foreign Affairs of Hungary conveyed to the Secretary-General a statement by the Revolutionary Workers' and Peasants' Government of the Hungarian People's Republic, in which it was stated that in the past weeks mass demonstrations had taken place, the democratic and patriotic demands of which that Government had accepted as its own. However, organized fascist elements and criminals had gradually taken the lead and had carried off and murdered hundreds of progressive-minded people and members of their families. In the serious situation which had arisen, the Government could restore law and order only by requesting the aid of Soviet troops. After the complete restoration of law and order, it would immediately begin negotiations with the Government of the USSR for the withdrawal of those troops. On that basis, the Hungarian Government emphatically stated that the settlement of the situation lay exclusively within the internal legal competence of the Hungarian State. Any resolution of the General Assembly concerning the situation was thus in contradiction with Article 2, paragraph 7, of the Charter. The Hungarian and USSR Governments were exclusively competent to carry on negotiations concerning the withdrawal of Soviet troops from Hungary. The Hungarian Government considered that the sending of representatives appointed by the Secretary-General was not warranted. The holding of elections in Hungary was entirely within the competence of the Hungarian authorities. As regards the refugees, the Government would enable those citizens who had fled abroad as a result of the battles to return freely and without harm. Hungary accepted thankfully the humane resolutions of the General Assembly regarding assistance and would facilitate the receipt and distribution of food and medicine sent for the Hungarian people. It was currently co-operating with the International Committee of the Red Cross. The Soviet troops in Hungary were not hindering the relief work in any way.

On 13 November, the Acting Minister for Foreign Affairs gave details of the most urgent relief needs and stated that his Government was prepared to discuss with the Secretary-General the best means of providing the assistance required, as well as how his representatives might participate in organizing the assistance on the spot.

In a reply dated 13 November, the Secretary-General noted with satisfaction the willingness of the Hungarian Government to co-operate fully with the agencies of the United Nations for the humanitarian ends towards which the resolutions of the General Assembly were directed. He also noted the views expressed regarding resolution 1004 (ES-II). In his execution of the Assembly's decision, it would not be to the purpose for him to enter upon a discussion concerning that decision. The Secretary-General invited the Government of Hungary to reconsider its judgement that the sending of representatives by him was not warranted in the light of the opposite view so widely expressed by Member States in the Assembly and reflected in the vote on the resolution, and invited that Government, as a Member of the United Nations, to co-operate with the great majority in the clarification of the situation which had given rise to such concern in the Assembly.

In a *note verbale* dated 13 November, the Permanent Mission of the USSR informed the Secretary-General that the Soviet Government maintained the position stated in the General Assembly, and, concerning the specific question of the dispatch of United Nations observers to Hungary, the Government considered that to be a matter lying exclusively within the jurisdiction of the Government of the Hungarian People's Republic.

Also on 13 November, in a conversation with the Foreign Minister of Hungary, the Secretary-General offered to go personally to Budapest during his forth-

coming journey to Egypt in order to establish the basis for United Nations humanitarian assistance to Hungary, in accordance with the General Assembly's resolutions.

On 15 November, the Acting Minister for Foreign Affairs of Hungary informed the Secretary-General that representatives of the Government would be glad to meet him in Rome and negotiate concerning the aid offered by the United Nations, as well as to exchange views on the position taken by the Hungarian Government regarding the resolutions of the United Nations. On 16 November, the Secretary-General recalled that he had orally offered to go to Budapest to discuss the basis for humanitarian activities by the United Nations in Hungary, in view of the value of a broader personal contact with those directly concerned. In the circumstances, he proposed to discuss the matters mentioned in the latest message from the Hungarian Government with its Foreign Minister as soon as possible.

On 16 November, the Secretary-General informed the General Assembly that he had appointed Judge Oscar Gundersen (Norway), Mr. Arthur Lall (India), and Mr. Alberto Lleras (Columbia) to constitute a group for the purpose of the investigation of the situation caused by foreign intervention in Hungary.

(*b*) Adoption of General Assembly resolutions 1127 (XI), 1128 (XI) and 1129 (XI) of 21 November 1956

On 13 November, the General Assembly, by a roll-call vote of 62 to 9, with 8 abstentions, decided to include the item "Question considered by the second emergency special session of the General Assembly from 4 to 10 November 1956", in the agenda of its eleventh session.

The Assembly resumed its discussion of the question on 19 November, when it had before it a draft resolution submitted by Cuba providing that the Assembly, *inter alia,* would: (1) consider that information received added urgency to the necessity of prompt compliance with the Assembly's resolutions calling for the withdrawal of Soviet forces from Hungary and for the dispatch of observers to Hungary by the Secretary-General; (2) urge the Government of the USSR and the Hungarian authorities to take immediate steps to cease the deportation of Hungarian citizens and to return promptly to their homes those who had been deported from Hungarian territory; and (3) request the Secretary-General to keep the Assembly informed as to compliance with the present resolution as well as with previous resolutions.

On the same date, the Permanent Mission of Hungary requested distribution of the text of a *communiqué* issued by the Hungarian Government on 18 November, in which it was declared that none of the persons arrested had been deported from the territory of Hungary.

The General Assembly continued discussion of the matter in the course of six meetings held on 19-21 November. In the course of these meetings, the following additional proposals were submitted:

A draft resolution by Ceylon, India and Indonesia, which, as revised during the debate to take account of an amendment submitted by Belgium, provided, *inter alia,* that the Assembly, (1) noting affirmations and denials by Members regarding forcible deportations of Hungarian nationals, (2) recalling paragraph 5 of resolution 1004 (ES-II), and (3) noting that the Secretary-General was pursuing his efforts in that behalf with the Hungarian Government and that he had urged Hungary, "as a Member of the United Nations, to co-operate with the great majority in the clarification of the situation", would: (4) urge Hungary to accede to the request made by the Secretary-General without prejudice to its sovereignty; and (5) request the Secretary-General to report to the Assembly without delay.

A draft resolution by Argentina, Belgium, Denmark and the United States under which, *inter alia,* the Assembly would: (1) take note with appreciation of the action taken by the Secretary-General and the Office of the High Commissioner for Refugees; (2) request the Secretary-General and the High Commissioner to continue those efforts; (3) urge Governments and non-governmental organizations to make contributions to the Secretary-General, the High Commissioner or other appropriate agencies for the care and resettlement of Hungarian refugees and to co-ordinate their aid programmes in consultation with the Office of the High Commissioner; and (4) request the Secretary-General and the High Commissioner to make an immediate appeal to both Governments and governmental agencies to meet the minimum present needs as estimated in the report of the Office of the High Commissioner, and authorize them to make subsequent appeals on the basis of plans and estimates made by the High Commissioner with the concurrence of his Executive Committee.

Amendments by Hungary to the four-Power draft resolution which provided, *inter alia,* (1) for the addition of a new operative paragraph under which the Assembly, taking note of the declaration of the Hungarian Government calling upon the refugees to return to their country, would recommend to the Governments of the countries concerned to take urgent measures in order to secure a speedy return to Hungary of Hungarian nationals who, as a result of the present situation, had become refugees; and (2) for the revision of paragraph 4 to request the Secretary-General and the High Commissioner to make an appeal to Governments to render the necessary assistance to the refugees pending their return to Hungary.

The majority of speakers participating in the debate condemned what was termed a reign of terror in Hungary. There could not be two classes of Member States, the one complying with United Nations resolutions while the other ignored them with impunity. The fact that deportations from Hungary were taking place had been recognized by the Budapest radio and the Press in Hungary. If there was nothing to hide, why were United Nations observers and the Secretary-General not admitted to Hungary?

The representatives of Hungary, the USSR and certain other Members charged that allegations of deportation had been fabricated in order to hinder the efforts of the Hungarian people to restore complete peace and order. Another view was that the effectiveness of the negotiations undertaken by the Secretary-General would not be enhanced by the adoption of the Cuban draft resolution.

A number of representatives who had abstained on resolution 1004 (ES-II) of 4 November emphasized the concern with which their Governments viewed armed

Soviet intervention in the internal affairs of Hungary, which they considered completely unjustified, and held that Soviet troops should withdraw speedily.

During the debate on 21 November, the Secretary-General reaffirmed his offer to go personally to Budapest. He noted that the offer had originally been made for discussions concerning humanitarian activities. However, in later exchanges, when the Government of Hungary had proposed a meeting in Rome, it had at the same time indicated that it would like the discussions to extend beyond the sphere of humanitarian activities and cover also aspects of the Assembly's resolutions in general. The Secretary-General believed it followed from the exchanges of views that there was no refusal from the side of Hungary which would make it impossible for him to maintain his offer to go personally to Budapest and, in that context, to discuss not only humanitarian activities but likewise the wider aspect to which the Government of Hungary had referred.

The representative of Hungary stated that he would vote against the draft resolution submitted by Ceylon, India and Indonesia. His Government and his delegation were ready to talk with the Secretary-General about any problems concerning relief and about the meeting between the Secretary-General and representatives of the Hungarian Government.

The Hungarian amendments were opposed by several speakers, who observed that they must be interpreted in the light of statements that the refugees were common criminals and the remnants of fascist Horthy groups. The fate of such refugees electing to return would clearly be liquidation.

On 21 November, the General Assembly voted upon the proposals before it, with the following results: the Cuban draft resolution was adopted by a roll-call vote of 55 to 10, with 10 abstentions (resolution 1127 (XI)); the draft resolution of Ceylon, India and Indonesia was adopted by a roll-call vote of 57 to 8, with 14 abstentions (resolution 1128 (XI)). After rejecting the Hungarian amendments, the Assembly adopted the draft resolution of Argentina, Belgium, Denmark and the United States by a roll-call vote of 69 to 2, with 8 abstentions (resolution 1129 (XI)).

(*c*) Report of the Secretary-General dated 30 November 1956

On 30 November, the Secretary-General submitted to the General Assembly a report on various aspects of the situation. By letters of 28 November 1956 to the Chairmen of the delegations of Hungary and of the USSR, the Secretary-General—drawing the attention of their Governments to the Assembly's resolutions of 21 November on the situation in Hungary—had requested information on points to be taken into account in an interim report on implementation of the various resolutions.

In his reply of 29 November, the Chairman of the USSR delegation had reiterated the position set forth in his note of 13 November and stated that, as the representative of the USSR had declared in the Assembly, allegations of the deportation of Hungarian citizens to the Soviet Union were based on slanderous rumours circulated by certain groups for the purpose of misleading public opinion.

The Secretary-General stated that no information was available to him concerning steps taken in order to establish compliance with the decisions of the Assembly which referred to a withdrawal of trooops or related political matters.

The Secretary-General's efforts had been directed primarily to obtaining permission from the Hungarian Government for observers, named by him, to enter Hungary for the purposes prescribed. So far no such permission had been given. It was the Secretary-General's hope that he would be invited to make a personal contact in Budapest; if so, he would organize the visit so as to cover not only humanitarian activities, to which his offer had originally referred, but also in general the position taken by the Government of Hungary regarding the resolutions of the United Nations. While the aims of those resolutions would guide the Secretary-General's efforts in Budapest, it seemed appropriate that his contact with the Hungarian Government should be considered as based on his position under the Charter, with the wider scope that such a standpoint might give to his approach.

The Secretary-General stated that the group which was to assist him in fulfilling the investigatory duties mentioned in paragraph 4 of resolution 1004 (ES-II) was examining some material presently available to the Secretariat. He had been informed, however, that that material did not provide a sufficient basis for a report and that the group, moreover, deemed it essential that its work should be supplemented by direct observation. Since arrangements had not been concluded for effecting observation in Hungary, the stage had not yet been reached where it was possible to present a comprehensive report. The Secretary-General had previously stated his view that the investigation should be based on available and confirmed material. For those criteria to be fulfilled some co-operation of those Member Governments mainly concerned would be necessary.

In conclusion, the Secretary-General stated that, by the means and through the channels available to him, he had used his best endeavours to further compliance with all the various decisions of the General Assembly on the situation in Hungary. The nature of the problem and insufficient information concerning some of the basic assumptions for his activities had complicated the task. It had seemed natural to him to concentrate first of all on the investigatory activities, since progress concerning those activities was of key significance for a successful approach to other points raised by the Assembly.

(*d*) Communication from the Government of Hungary regarding the proposed visit of the Secretary-General to Budapest, and adoption of General Assembly resolution 1130 (XI) of 4 December 1956

In a cablegram dated 3 December, the Acting Minister for Foreign Affairs of Hungary informed the Secretary-General that his Government maintained its position that permission for United Nations observers to enter Hungary would violate its sovereignty and would be contrary to the principles of the Charter. The Hungarian Government remained willing to have its representative negotiate with the Secretary-General in Rome or New York without delay. In order to make it possible for the Secretary-General to conduct direct negotiations with the Government, it was ready to welcome him in Budapest at a later date appropriate for both parties.

On 3 December, the General Assembly resumed its discussion of the question. It had before it a draft resolution submitted by Argentina, Australia, Belgium,

Cuba, Denmark, El Salvador, Ireland, Italy, the Netherlands, Norway, Pakistan, Sweden, Thailand and the United States of America. The draft resolution provided that the Assembly should, *inter alia,* (1) reiterate its call upon the Government of the USSR and the Hungarian authorities to comply with its resolutions and to permit United Nations observers to enter Hungary to report on the situation; (2) request them to communicate, not later than 7 December, their consent to receive those observers; (3) recommend that, in the meantime, the Secretary-General should arrange for the immediate dispatch to Hungary and other countries as appropriate of observers named by him pursuant to paragraph 4 of resolution 1004 (ES-II); and (4) request all Members to assist and co-operate with the Secretary-General's representatives in the fulfillment of their responsibilities.

In the course of the discussion of the Secretary-General's report and of the fourteen-Power draft resolution, which started on 3 December and continued through six meetings held betwen that date and 5 December, the majority of speakers emphasized the strength of the feeling aroused throughout the world by events in Hungary and by the attitude of the USSR Government to the resolutions adopted by the Assembly. Various representatives stressed that the establishment of two standards of behaviour could lead to a grave crisis in the United Nations. The representatives of Hungary and the USSR, and a number of other representatives, reiterated that there was no foundation for discussion of the matter by the Assembly and requested it to reject the draft resolution and to drop the question from the agenda.

Several representatives, while criticizing the actions of the USSR in Hungary and stressing the obligation of the Hungarian Government to admit the Secretary-General and observers to Hungary, opposed sending observers to neighbouring countries and felt that no deadline should be included in the draft resolution. Exception was also taken to the use of the term "Hungarian authorities".

On 4 December, at the afternoon plenary meeting, the representative of Hungary stated that, to implement his Government's invitation to the Secretary-General, he had communicated his readiness to meet the Secretary-General to discuss the settlement of the date and arrangements for the visit. On the evening of that day, the Secretary-General informed the Assembly he had met with the Minister for Foreign Affairs of Hungary following the afternoon meeting to discuss the date and other arrangements for his visit to Budapest. He could be in Budapest on 16 December, and the representative of Hungary was suggesting to the Hungarian Government that the Secretary-General arrive in Budapest on that day. It would be his intention to stay in Budapest on 16, 17 and 18 December. The General Assembly adopted by 54 votes to none, with 23 abstentions, a motion by the representative of India that the statement by the Secretary-General should be accepted.

Prior to the above vote, the Assembly adopted the fourteen-Power resolution by 54 votes to 10, with 14 abstentions (resolution 1130 (XI)).

(*e*) Exchange of communications regarding the implementation of General Assembly resolution 1130 (XI)

On 7 December, the Secretary-General informed the Assembly that, as of 6 p.m., he had not received any reply to letters by which he had transmitted the text of resolution 1130 (XI) to the two countries directly concerned. He had also addressed letters to the representatives of Austria, Czechoslovakia, Romania and Yugoslavia concerning the last two paragraphs of that resolution. The Secretary-General added that he had not received any official reaction to his suggestion of 4 December that he should visit Budapest on 16 December. If the visit could not be made at the time proposed, it might be questioned whether it would be to the purpose.

On 8 December, the representative of Austria informed the Secretary-General that his Government would permit observers named by the Secretary-General to enter that country. This permission was given as a consequence of Austria's membership in the United Nations and of the provisions of Article 2, paragraph 5, of the Charter. His Government felt that United Nations observers would also be in a position to verify on the spot the situation of the refugees and the incorrectness of some reports concerning the conditions of refugees in Austria.

On the same date, the representative of Yugoslavia replied that, as a matter of principle, his Government was opposed to observers being sent to one country for the purpose of watching developments in another country. In the particular case in question, the dispatch of observers would be liable to extend the area of tension and thus aggravate the situation still further. The practical value of any such observation was also extremely doubtful. For these reasons, it regretted its inability to receive observers.

On 9 and 10 December, the representatives of Czechoslovakia, Romania and the USSR replied to the effect that their Governments could not consent to the entry of observers into their respective territories.

(*f*) Adoption of General Assembly resolution 1131 (XI) of 12 December 1956 and further communication from the Government of Hungary regarding the proposed visit of the Secretary-General to Budapest

The General Assembly continued its discussion of the question on 10 December. Before it was a draft resolution submitted on 9 December by Argentina, Australia, Belgium, Chile, Denmark, El Salvador, Ireland, Italy, the Netherlands, Norway, Pakistan, Peru, the Philippines, Sweden, Thailand and the United States of America. Colombia, the Dominican Republic, Spain and Turkey subsequently joined in sponsoring the draft resolution, which in its original form provided that the General Assembly, *inter alia,* (1) deeply concerned over the tragic events in Hungary, (2) recalling those provisions of its previous resolutions calling upon the Government of the USSR to desist from its intervention in the internal affairs of Hungary, to withdraw its forces from Hungary, and to cease its repression of the Hungarian people, as well as (3) those provisions calling for permission for United Nations observers to enter the territory of Hungary, to travel freely therein, and to report their findings to the Secretary-General, (4) having received the report of the Secretary-General of 30 November stating that "no information is available to the Secretary-General concerning steps taken in order to establish compliance with the decision of the General Assembly which refer to a withdrawal of troops or related political matters", and the note of the Secretary-General of 7 December,

(5) noting with grave concern that there had not been a reply to the latest appeal of the Assembly for the admission of United Nations observers to Hungary as contained in its resolution of 5 December, and (6) considering that recent events had clearly demonstrated the will of the Hungarian people to recover their liberty and independence, would: (7) declare that, by using its armed force against the Hungarian people, the Government of the USSR was violating the political independence of Hungary; (8) condemn the violation of the Charter by the Government of the USSR in depriving Hungary of its liberty and independence and the Hungarian people of the exercise of their fundamental rights; (9) reiterate its call upon the Government of the USSR to desist forthwith from any form of intervention in the internal affairs of Hungary; and (10) call upon that Government to make immediate arrangements for the withdrawal, under United Nations observation, of its armed forces from Hungary and to permit the re-establishment of the political independence of Hungary.

Amendments to the draft resolution were submitted on 10 December by Ceylon, India and Indonesia. The amendments provided for (1) the deletion of the second and third paragraphs of the preamble; (2) the replacement of the sixth preambular paragraph by a provision noting the overwhelming demand of the Hungarian people for the cessation of intervention of foreign armed forces and the withdrawal of foreign troops; (3) the replacement of operative paragraph 1 by a declaration that intervention of Soviet armed forces in Hungary should cease and that arrangements for their withdrawal should be made so that violence and non-co-operation would cease and the restoration of peaceful conditions be rendered possible; (4) the replacement of operative paragraph 2 by a provision whereby the Assembly would urge the Governments of Hungary and the USSR to promote the realization of that declaration in accordance with the purposes of the Charter and the declared intentions of the two Governments; and (5) the replacement of operative paragraph 4 by three new paragraphs, providing respectively that the Assembly should (i) declare that recent events in Hungary had shown that the use of force and violence could not bring about or promote a solution of the grave situation in Hungary, but had aggravated it and imposed severe privations and denials of freedom on the Hungarian people; (ii) express its firm conviction that the interests and freedom of the Hungarian people could only be furthered if there was neither foreign intervention nor the apprehension of external pressure from any quarter; and (iii) request the Secretary-General to initiate efforts both with the Hungarian and the Soviet Government through their representatives at New York and to consider without delay the question of visiting Moscow, in addition to the efforts he was making in regard to Budapest, to assist in promoting a speedy solution with the co-operation of all concerned.

Also on 10 December, a joint draft resolution was submitted by Burma, Ceylon, India and Indonesia, under which the General Assembly, *inter alia,* (1) deeply concerned over the tragic situation in Hungary, (2) having received the Secretary-General's report of 30 November and his note of 7 December, (3) noting the overwhelming demand of the Hungarian people for the withdrawal of Soviet troops and the cessation of foreign intervention, and (4) that the failure to agree to and arrange for the withdrawal of Soviet forces was responsible for and had resulted in widespread non-co-operation, particularly by the workers of Hungary, and was preventing the emergence of peaceful conditions, (5) noting further the declaration of the USSR of 30 October regarding the withdrawal of their forces from Hungary and that the United Nations and world opinion had repeatedly asked for such withdrawal, and (6) recognizing that any improvement in the present situation in Hungary required the urgent initiative and co-operation of the Governments of the USSR and of Hungary, would: (7) deplore that no steps had been taken in pursuance of the above-mentioned Soviet declaration and to meet the overwhelming demand of the Hungarian people in respect of the withdrawal of Soviet troops and that, in consequence, there had been a further deterioration of the situation and continued non-co-operation by the Hungarian people; (8) declare that the intervention of armed forces in Hungary had not only resulted in violence and bloodshed, but had aggravated the situation and prevented the approach to a solution, that it should cease forthwith, and that immediate arrangements should be made for the withdrawal of foreign forces so that peaceful conditions could be promoted in Hungary; (9) declare that recent events in Hungary had conclusively shown that force and violence provided no answer to the demands of a people; and (10) express its firm conviction that the interests of the Hungarian people, of the United Nations and of world co-operation would be best furthered by the cessation of the existing foreign intervention and by the assurance that there would be no external intervention or pressures, armed or otherwise, from any quarter. The final paragraph of the operative section contained provisions identical to those of the last paragraph of the three-Power amendments listed above.

On 10 December, the second amendment proposed by Ceylon, India and Indonesia was incorporated as the seventh preambular paragraph of the twenty-Power draft resolution. On 12 December, that draft resolution was further modified by its sponsors to include a new operative paragraph 5, under which the Assembly would request the Secretary-General to take any initiative that he deemed helpful in relation to the Hungarian problem in conformity with the principles of the Charter and the resolutions of the Assembly.

On 11 December, Austria submitted a draft resolution under which the Assembly would authorize the Secretary-General: (1) immediately to undertake to achieve a constructive solution of the Hungarian problem, based on the principles of the Charter; (2) for this purpose to enter into negotiations with Member States, as it seemed appropriate to him; and (3) to report to the Assembly on the results of his efforts, if possible before the end of the first part of its session.

The General Assembly discussed the above proposals at six meetings held on 10, 11 and 12 December.

The majority of speakers supporting the twenty-Power draft resolution emphasized that the Assembly, far from displaying haste, had deliberated at length and had done everything in its power to get information. It could not defer any further the judgement which it was incumbent on it to pronounce. All else having failed, it must face the issue of voting a condemnation of the USSR for its actions against the Hungarian people.

A number of representatives, while agreeing with the majority as to the nature of the USSR's actions and

responsibilities, noted that the position was that, without the effective co-operation and initiative of that country, no settlement could be brought about, and urged acceptance of the amendments proposed by Ceylon, India and Indonesia. The majority of those supporting the twenty-Power draft resolution declared themselves unable to support, or opposed, the amendments. Among the grounds cited for this position was the view that most of the ideas contained in the amendments had already been expressed in past resolutions, and that it was pointless merely to reiterate them at that stage, apart from the importance of not giving the appearance of retreating from principles agreed upon by an overwhelming majority. Various objections were made to the phraseolgy of several of the amendments.

The representative of the USSR and a number of other representatives, describing the twenty-Power draft resolution as obviously provocative in character, contended that such a course harmed the honour and authority of the United Nations, undermined its foundations and turned it into a narrow group of States headed by the United States of America. Despite any resolution that might be rubber-stamped by the Assembly, however, any attempt to overthrow the popular Government of Hungary was doomed to failure.

On 11 December, the representative of Hungary said that the delegations of the United States and of a number of countries influenced by it had been making a series of attempts to interfere in Hungary's domestic affairs. His delegation would continue consistently to reject such attempts. A number of delegations had offended his Government and delegation in a manner incompatible with Hungary's sovereignty and the national honour of the Hungarian people. The Hungarian delegation would, therefore, not participate in the work of the eleventh session of the General Assembly so long as the discussion of the Hungarian question did not proceed in the spirit of the Charter.

Both before and after this statement by the Hungarian representative, various representatives expressed their belief that the Kadar Government had been imposed by force on the Hungarian people, and represented the USSR rather than the people of Hungary. A number of representatives urged expulsion of the Hungarian delegation from the General Assembly.

On 12 December, the General Assembly rejected the amendments to the twenty-Power draft resolution and adopted the latter by a roll-call vote 55 to 8,[7] with 13 abstentions[8] (resolution 1131 (XI)).

Burma, Ceylon, India and Indonesia and Austria indicated that they would not press for a vote on their respective draft resolutions.

In a *note verbale* dated 12 December, the Hungarian Mission to the United Nations informed the Secretary-General that the Hungarian Government, referring to its expressions of willingness to conduct negotiations with the Secretary-General and to receive him in Budapest at a later date appropriate for both parties, stated that 16 December, which had been designated by the Secretary-General, was not appropriate for the Hungarian Government. The Hungarian Government would, at a later date, set forth a proposal on the visit of the Secretary-General.

[7] Albania, Bulgaria, Byelorussian SSR, Czechoslovakia, Poland, Romania, Ukrainian SSR, USSR.

[8] Afghanistan, Cambodia, Egypt, Finland, India, Indonesia, Jordan, Morocco, Saudi Arabia, Sudan, Syria, Yemen, Yugoslavia.

(*g*) Report of the Secretary-General dated 5 January 1957

In a report to the General Assembly, dated 5 January 1957, the Secretary-General included the text of a note he had received from the group of three established on 16 November 1956 expressing the group's views concerning the nature of and conditions for the investigations with which it had been charged. In that note, it was observed that the resolution 1004 (ES-II) appeared to envisage the process of investigation, observation and reporting as a unified one. However, the material which the group had looked at was the available and generally known material which had not put it in a position to add anything significant to what was common knowledge about the situation in Hungary. The group had also noted that only one country out of those requested to do so had found it possible to offer facilities for observation. Until it was possible to open up further sources of reliable material through observation on the spot in Hungary and by the co-operation of the Governments directly concerned, there would be little purpose in attempting an assessment of recent events. In those circumstances, the question arose as to whether it was not best for the process of investigation to be suspended for the present.

The Secretary-General declared that, in the circumstances, the only source of new and direct information possibly available might be hearings with refugees from Hungary, conducted, in the first place, in neighbouring countries. The Government of Austria had declared itself prepared to receive observers for such a purpose. Offers to the United Nations to send observers for hearings had been received from the United States of America and Italy. Some additional points of significance might be established through hearings with refugees in those countries but, in order to yield results of value, such hearings must be extensive and organized in a juridically satisfactory form.

The Secretary-General was continuing, on his part, to try to further the aims of the General Assembly, pursuant to paragraph 5 of the last resolution (1131 (XI)) on the Hungarian question. He felt that the proper time had perhaps come for a reconsideration of the form to be given to the investigatory activities. The Assembly might now wish to establish a special *ad hoc* committee which would take over the activities of the group of investigators established by the Secretary-General, and follow them up under somewhat broader terms of reference. Such a committee should obviously serve as an organ of the General Assembly for a continued observation of developments in relation to Hungary in all those respect which might be of relevance to the Assembly.

(*h*) Establishment of the Special Committee on the Problem of Hungary (General Assembly resolution 1132 (XI) of 10 January 1957)

The General Assembly continued its discussion of the Hungarian question at four meetings held on 9 and 10 January 1957. It had before it a draft resolution submitted by Argentina, Belgium, Canada, Chile, Colombia, the Dominican Republic, El Salvador, France, Ireland, Italy, Japan, Liberia, the Netherlands, New Zealand, Norway, Pakistan, Peru, the Philippines, Spain, Sweden, Thailand, Turkey, the United Kingdom and the United States of America, which, as revised during the debate, provided that the Assembly, (1) recalling its previous resolutions on the problem, (2) reaf-

firming the objectives contained therein and the continuing concern of the United Nations in the matter, (3) having received the Secretary-General's report of 5 January, and (4) desiring to ensure that the Assembly and all Members would be in possession of the fullest and best information regarding the situation created by the intervention of the USSR, through its use of armed force and other means, in the internal affairs of Hungary, as well as regarding developments relating to the recommendations of the Assembly on that subject, would: (5) establish for those purposes a special committee composed of representatives of Australia, Ceylon, Denmark, Tunisia and Uruguay, to investigate, and to establish and maintain direct observation in Hungary and elsewhere, taking testimony, collecting evidence and receiving information, as appropriate, in order to report its findings to the Assembly at its present session, and thereafter from time to time to prepare additional reports for the information of the Members of the United Nations and of the Assembly if it was in session; (6) call upon the USSR and Hungary to co-operate in every way with the Committee and, in particular, to permit the Committee and its staff to enter the territory of Hungary and to travel freely herein; (7) request all Member States to assist the Committee in any way appropriate in its task, making available to it relevant information, including testimony and evidence, which Members might possess, and assisting it in securing such information; (8) invite the Secretary-General to render to the Committee all appropriate assistance and facilities; (9) call upon all Member States promptly to give effect to the Assembly's resolutions on the Hungarian problem; and (10) reaffirm its request that the Secretary-General should continue to take any initiative that he deemed helpful in relation to the Hungarian problem in conformity with the principles of the Charter and the resolutions of the Assembly.

On 11 January, the Permanent Mission of Hungary addressed a *note verbale* to the Secretary-General transmitting a statement dated 10 January by the Hungarian Government protesting most strongly against the twenty-four-Power draft resolution, declaring that it represented an unprecedented gross interference into Hungarian domestic affairs. The Hungarian Government considered inadmissible the passing of such resolutions, which violated the sovereignty of the Hungarian People's Republic. The note concluded that no committee of any kind had the right to conduct investigations into the so-called Hungarian question by collecting testimony from unauthorized and biased persons and to establish observation in Hungary in order to obtain information. It demanded that the question should be deleted from the agenda of the Assembly and that the people of Hungary should be enabled, now that law and order had been restored, to shape their own destiny to achieve economic progress and a free, independent socialist Hungary.

The draft resolution was supported by the great majority of speakers, who regretted and condemned the failure of the USSR and the Kadar Government to comply with the resolutions adopted by the Assembly regarding Hungary. Various speakers emphasized that it was essential that public opinion should have as objective and as complete information as possible on the revolt in Hungary and on the evolution of the situation in that country. The facts could then be contrasted with the version proclaiming that those events had only been the result of a counter-revolutionary plot. The Organization had an imperative duty to continue to concentrate on the problem and to demonstrate that its law applied to all.

The representative of the USSR, supported by various other representatives, declared that the creation by the Assembly of a committee designed to intervene in the internal affairs of a Member State would be a gross violation of Article 2, paragraph 7, of the Charter. Any acts and measures of that committee would be lacking in any legal foundation whatsoever. The Soviet delegation could not fail to express regret in connexion with the rather unusual step taken by the Secretary-General, who had not confined himself to an exposition of the factual side of things, but had made a proposal to establish a special investigation committee. Since such a committee would represent a direct violation of the Charter, it appeared that the Secretary-General, in making that proposal, was acting not as an international official, but as a party in a dispute among various Members of the United Nations.

On 10 January, the Assembly adopted the twenty-four-Power draft resolution by 59 votes to 8,[9] with 10 abstentions[10] (resolution 1132 (XI)).

(*i*) Further developments

On 15 January 1957, the representative of Hungary transmitted to the Secretary-General a memorandum on the question of Hungarian citizens who had left the country in connexion with the events of 23 October 1956. Comments on that memorandum were transmitted to the Secretary-General in a letter dated 22 January from the representative of the United Kingdom. By a letter dated 26 January, the representative of Austria transmitted a memorandum on the question of Hungarian refugees in Austria.

On 4 February, the representative of Hungary transmitted to the Secretary-General a memorandum on the question of Hungary in connexion with the events of 23 October 1956 and after, in which the Hungarian Government regretted that the attitude of the General Assembly had so far made it impossible for Hungary to take part in the work of the eleventh session of the Assembly as a State with equal rights.

On 13 February, the Credentials Committee reported that, at its meeting held the previous day, it had adopted, by 8 votes to 1, a motion by the United States "that the Committee take no decision regarding the credentials submitted on behalf of the representatives of Hungary". On 21 February, the General Assembly approved the report of the Credentials Committee.

By a note dated 26 March 1957, the representative of Hungary transmitted to the Secretary-General a *note verbale* concerning the question of credentials, in which it was stated that the Hungarian Government considered the fact that the Assembly had not so far reached a positive decision on the credentials of the Hungarian delegation a discriminatory procedure without precedent in the history of the Organization, against which it most strongly protested.

On 8 March, the General Assembly, by resolution 1119 (XI), decided to adjourn its eleventh session temporarily and to authorize its President, in con-

[9] Albania, Bulgaria, Byelorussian SSR, Czechoslovakia, Poland, Romania, Ukrainian SSR, USSR.

[10] Afghanistan, Cuba, Egypt, Finland, India, Jordan, Saudi Arabia, Sudan, Syria, Yugoslavia.

sultation with the Secretary-General and the Member States the representatives of which were serving on the General Committee at that session, to reconvene the Assembly as necessary in order to consider further the Middle Eastern and Hungarian items.

4. Reports of the Special Committee on the Problem of Hungary

On 20 February 1957, the Special Committee established by General Assembly resolution 1132 (XI) submitted an interim report to the Assembly. It stated that the central stress of its investigation would be directed towards the efforts of the Hungarian people to reassert their rights and on the precise facts and data regarding the circumstances of the intervention by the USSR in the situation within Hungary through its armed forces and by other means, and on the consequences of that intervention on the evolution of the constitutional, economic, social and political conditions in that country, on its international commitments and on the fulfillment of the wishes of its people. The Committee would attempt, in particular, to clarify the nature of the relations between the USSR and its representatives in Hungary with the Nagy Goverment, the origin and significance of the communications addressed by that Government to the United Nations, as well as the role of the USSR in connexion with the removal of that Government and the setting up of the present régime.

On 12 June, a further report adopted unanimously by the Committee was circulated. In it, the Committee expressed regret that, owing to the attitude of the Hungarian Government, it had not been in a position to establish and maintain direct observation in Hungary as enjoined by General Assembly resolution 1132 (XI). It stated that, after hearings of witnesses at Headquarters in New York, the Committee had held hearings in Europe from 11 March to 16 April at the European Office of the United Nations in Geneva, and thereafter in Rome, Vienna, London, and again in Geneva. The Committee presented its conclusions as follows:

(1) What had taken place in Hungary in October and November 1956 was a spontaneous national uprising, due to long-standing grievances such as the inferior status of Hungary with regard to the USSR. The system of government had in part been maintained by the weapon of terror, wielded by the AVH, or political police. In other respects also, Soviet pressure had been resented.

(2) The thesis that the uprising had been fomented by reactionary circles in Hungary and had drawn its strength from such circles and from western "imperialists" had failed to survive the Committee's examination. From start to finish, the uprising had been led by students, workers, soldiers and intellectuals. Many of them had been communists or former communists. The majority of political demands put forward during the revolution had included a stipulation that democratic socialism should be the basis of the Hungarian political structure and that such social achievements as the land reform should be safeguarded. At no time had any proposal been made for the return to power, or to the Government, of any figure associated with pre-war days.

(3) The uprising had not been planned in advance and events had actually taken participants by surprise.

(4) Although no evidence existed of advance planning, and although the whole course of the uprising bore the hallmark of continuous improvization, it would appear that the Soviet authorities had taken steps as early as 20 October to make armed intervention in Hungary possible. While the evidence showed that Soviet troops from outside Hungary had been used even in the first intervention, no clause of the Warsaw Treaty provided for intervention by armed forces of the USSR to dictate political developments within any signatory's frontiers.

(5) The demonstrations of 23 October had been at first entirely peaceable and no evidence had been discovered that any of those who had voiced the political demands or joined the demonstrators had had any intention to resort to force. The transformation of the demonstration into an armed uprising had been due to the action of the AVH in opening fire on the people outside the Radio Building. Within a few hours, Soviet tanks had been in action against the Hungarians. The appearance of Russian soldiers in their midst not as friendly allies, but as enemies in combat, had had the effect of still further uniting the people.

(6) Mr. Nagy had denied, with every appearance of truth, that he had issued any invitation to the Soviet authorities to assist in quelling the uprising by force or had even been aware of that invitation. Since Soviet tanks had appeared on the streets of Budapest at about 2.00 a.m. on 24 October, it would have been impossible for him to have addressed any official message to the Soviet authorities, since he had held no government post at the time when the tanks must have received their orders. Until further information came to light, it would be wise to suspend judgement as to whether an invitation had been issued at all. Similar considerations applied to the invitation allegedly addressed to the Soviet authorities before the second intervention on 4 November. Mr. Kadar had remained a member of Mr. Nagy's Government when the latter had been reconstituted on 3 November, and the Committee was unaware of his having given any recorded indication of his disapproval of Mr. Nagy's policies. Mr. Kadar's movements at that time were not fully known, and he could not be considered to have substantiated his own claim to have called in the name of the Government for Soviet help. In any event there was abundant evidence that Soviet preparations for a further intervention, including the movement of troops and armour from abroad, had been under way since the last days of October. Mr. Kadar and his Ministers had been absent from Budapest during the first few days after he had formed his Government, and administrative instructions to the people of Hungary had been issued by the Commanders of the Soviet troops.

(7) Mr. Nagy had not at first been free to exercise the full powers of the premiership and had only been able to take an independent stand when the grip of the AVH had been loosened by the victory of the insurgents. Seeing that his countrymen were united in their desire for other forms of government and the departure of Soviet troops, he had thrown in his lot with the insurgents.

(8) The few days of freedom enjoyed by the Hungarian people had provided abundant evidence of the popular nature of the uprising. A free Press and radio had come to life all over Hungary, and the disbanding of the AVH had been the signal for general rejoicing which revealed the degree of unity achieved by the people.

(9) There had been a number of lynchings and beatings by the crowds. Those had been, in almost all cases, confined to members of the AVH or those believed to have co-operated with them.

(10) Steps taken by the Workers' Councils during that period had been aimed at giving the workers real control of nationalized industrial undertakings and abolishing unpopular institutions such as the production norms. During the days of freedom, while negotiations had continued with the Soviet authorities for the withdrawal of Russian troops, attempts had been made to clear the streets of Budapest and life had begun to return to normal.

(11) In contrast to demands put forward at that time for the re-establishment of political rights was the fact that basic human rights of the Hungarian people had been violated by the Hungarian Governments prior to 23 October, especially up to the autumn of 1955, and that such violations had been resumed since 4 November. The Committee was convinced that the numerous accounts of inhuman treatment and torture by the AVH were to be accepted as true. On the evidence, it was also convinced that, in an attempt to break the back of the revolution, numbers of Hungarians had been deported to the Soviet Union and that some might not have been returned to their homes.

(12) Following the second Soviet intervention on 4 November, there had been no evidence of popular support for Mr. Kadar's Government. Mr. Kadar had successively abandoned most of the points from the revolutionary programme which he had at first promised to the Hungarian people. On the central question of the withdrawal of Soviet troops, he had moved from complete acceptance of the nation's wishes to a refusal to discuss the subject in present circumstances. He had proceeded step by step to destroy the power of the workers. Strong repressive measures had been introduced and general elections had been postponed for two years. Only a small fraction of the 190,000 Hungarians who had fled the country had accepted his invitation to return.

(13) In the light of the extent of foreign intervention, consideration of the Hungarian question by the United Nations had been legally proper and, moreover, had been requested by a legal Government of Hungary. In the matter of human rights, Hungary had accepted specific international obligations in the Treaty of Peace. Accordingly, the Committee did not regard objections based on Article 2, paragraph 7, of the Charter as having validity in the present case. A massive armed intervention by one Power on the territory of another, with the avowed intention of interfering in its internal affairs must, by the Soviet Union's own definition of aggression, be a matter of international concern.

B. HUMANITARIAN ASSISTANCE TO THE HUNGARIAN PEOPLE

In the course of its deliberations in the early part of November 1956, the General Assembly, at its second emergency special session, considered the urgent needs of the Hungarian people for food, clothing, medicine, and other similar supplies and the plight of the large numbers of refugees leaving Hungary in order to seek asylum in neighbouring countries.

With a view to alleviating the suffering within Hungary, the Assembly resolved to undertake large-scale immediate aid, and called upon Member States and national and international humanitarian organizations to make available the supplies needed by the Hungarian people. The Secretary-General was requested to undertake immediately the necessary measures, including an inquiry, in consultation with the heads of appropriate specialized agencies, into the needs of the Hungarian people.

With regard to assistance to Hungarian refugees, the Assembly urged Governments and non-governmental organizations to make contributions for the care and resettlement of the refugees. The Secretary-General and the United Nations High Commissioner for Refugees were authorized to make joint appeals for this purpose, and the High Commissioner was requested to make speedy and effective arrangements for emergency assistance in consultation with appropriate international agencies and interested Governments.

1. Relief to the Hungarian people in Hungary

On 15 November 1956, the Secretary-General, referring to General Assembly resolutions 1004 (ES-II) and 1007 (ES-II), issued an urgent appeal to Governments for contributions in support of relief in Hungary. At the same time, he consulted with the heads of specialized agencies who expressed readiness to co-operate in appropriate ways as and when required.

The Secretary-General considered that his main functions following this appeal were to inquire into relief needs and to act as a co-ordinating centre, in so far as this was possible, for receipt of contributions, particularly from Governments, or of information and advice as to the channelling of such contributions. It was not considered either practicable or desirable for the United Nations itself to establish operational machinery for the distribution of relief supplies in Hungary. For this latter purpose, the Secretary-General undertook urgent negotiations with the International Committee of the Red Cross (ICRC) which, on 16 November 1956, had concluded an agreement with the Hungarian Red Cross to establish machinery for the distribution of relief supplies from abroad. On 4 December 1956, an agreement was concluded between the United Nations and ICRC which provided that the Committee would be the sole agency to carry out the relief programme on behalf of the United Nations with the contributions made pursuant to the resolutions of the General Assembly.

The following paragraphs give a general account of the procedures followed and results accomplished in estimating the relief needs of the Hungarian people; of the international response to these needs and to the General Assembly's appeal; and of the international relief programmes administered by ICRC.

(*a*) Relief needs

By a note dated 10 November 1956, the Secretary-General requested the Minister for Foreign Affairs of Hungary to inform him of the needs of the Hungarian people for medical supplies, foodstuffs and clothes from abroad. On 13 November 1956, by cablegram, the Acting Minister for Foreign Affairs provided the Secretary-General with a list of the supplies most urgently needed.

On 7 December 1956, the International Committee of the Red Cross informed the Secretary-General of its establishment in Hungary of a programme of traditional emergency relief—direct distribution to the victims of the events in Hungary—and of the immediate requirements for that programme. The programme and the requirements were described in an interim report of the Secretary-General to the General Assembly on 12 December 1956 (A/3443). ICRC subsequently proposed the establishment of an expanded programme of emergency relief to cover the more general needs of the Hungarian people.

In the first days of January 1957, a joint United Nations-Food and Agriculture Organization mission visited Hungary to inquire, in accordance with General Assembly resolution 1004 (ES-II), into the needs of the Hungarian people for food, medicine and other similar relief supplies. The general findings of that mission, together with a list of items considered necessary to ensure an adequate food supply until the next harvest, were submitted to the General Assembly in a report by the Secretary-General (A/3503). Consultations with Governments for these and other relief requirements were undertaken by the Secretary-General, the Director-General of FAO and ICRC.

(*b*) International response

The total international response to the needs of the Hungarian people cannot be estimated, since not all of the contributions were notified to the Secretary-General[11] or channelled through the ICRC. This response served unquestionably to alleviate the sufferings of the Hungarian people.

Although some Governments contributed generously, the largest volume of aid channelled through ICRC came from national Red Cross societies and other voluntary agencies. Many private organizations and individuals sent contributions spontaneously. The total figures given below include governmental and non-governmental contributions, both in the form of cash and of relief supplies, which were received either directly by ICRC or channelled through it by the United Nations and FAO.

The total value of contributions in kind, in the form of foodstuffs (including food parcels), clothing and textiles, seed for spring sowing, and miscellaneous supplies (coal, window glass, etc.) received by ICRC up to the end of June, amounted to approximately $15 million. This figure includes the relief supplies furnished by UNICEF for layettes, diapers and blankets valued at $200,000. Not included, however, is UNICEF aid of a similar nature valued at $450,000 which has been approved by the Executive Board of the Fund, as well as a large volume of medical and health supplies sent direct to Vienna by the national Red Cross societies and by Governments, and the relief work undertaken by ICRC with the help of the funds placed at its disposal for the execution of a medico-social programme initiated in April. The distribution of UNICEF aid and of medical and health supplies, as well as the execution of the medico-social programme, will probably continue into the autumn.

The total contributions in cash received by ICRC from the same sources up to 31 May 1957 amounted to approximately $1,577,102. Not included in this figure is a sum of about $1 million resulting from the proceeds of the sale in Hungary of supplies furnished for general relief purposes.

In addition to the international aid given for distribution by ICRC in Hungary, the Governments of several countries informed the Secretary-General that they were providing relief assistance through the Hungarian Government. The list of items reported included large quantities of foodstuffs, medical supplies, fuel, building materials and various commodities, as well as credit in the form of goods and convertible currency. The national Red Cross societies of some countries also sent assistance direct to Hungary.

Finally, a significant part of the contributions of some religious organizations was sent direct to their affiliated organizations or congregations in Hungary, and one international trade union organization sent direct consignments to Hungarian workers.

(*c*) International relief programmes

The resources made available to the International Committee of the Red Cross were distributed in Hungary in the following manner:

Traditional relief

The following activities were undertaken by ICRC under its traditional relief programme:

(1) Distribution of powdered milk and cod-liver oil in child-care centres for children from one to six years of age. Recipients: approximately 173,000 mothers and children.

(2) Distribution of food for a main meal in schools for children from six to fourteen years of age. Recipients: approximately 60,000 children.

(3) Distribution of relief packages made up in ICRC stores at Budapest from supplies furnished by the national Red Cross societies and donor Governments. The recipients, at Budapest and in the provinces, were selected from the following categories: persons whose dwellings were destroyed or damaged; families who lost their means of support; large families; the disabled, the sick and old people. Altogether some 150,000 persons received two packages per month.

(4) Distribution of medical supplies, blankets and coal to hospitals (at Budapest and in the provinces).

(5) Delivery of large stocks of drugs to the Hungarian Red Cross for distribution to the needy.

(6) Distribution of clothing in Hungarian Red Cross Centres (at Budapest and in the provinces).

(7) Delivery to the Hungarian Red Cross of medical supplies, pharmaceutical products, instruments, equipment and textiles for the hospitals (medical and social programme).

The process of receiving relief supplies at Vienna, forwarding them to Hungary, first by road and then by rail and water transport, and controlling distribution in Hungary required the establishment of a large-scale operational machinery. Two delegations were set up, one at Vienna and the other at Budapest, under the control of a general director. Their staff, which numbered 200 at the beginning of 1957, was progressively reduced. On 15 June 1957, it comprised some sixty persons. The relief operations of ICRC in Hungary were originally scheduled to end on 30 June 1957, but under a new agreement between ICRC and the Hungarian Red Cross signed on 27 June 1957 some

[11] See documents A/3405 and A/3464 and Add.1-3.

of the supplementary programmes will be extended until September 1957.

General relief

Side by side with the traditional relief activities of ICRC, several relief operations of a more general character were undertaken, also under the general supervision of the Committee. These operations were designed to alleviate some of the shortages in the food supply of the Hungarian people. They included the provision of a supply of flour for sale to bakeries and of seed for spring sowing for sale to individual farmers. Both flour and seed were made available by Governments to be distributed under the auspices of ICRC, the seed being distributed partly with the help of technical staff made available by FAO.

The proceeds of the sale of flour and seed were paid into a special account of the Hungarian Red Cross, to be used, in agreement with the ICRC, for the traditional relief programmes already described, to defray distribution costs incurred by the Hungarian Red Cross, and to contribute to the re-equipment of hospitals and the prosthesis programme.

2. Assistance to Hungarian refugees

Under the provisions of General Assembly resolutions 1006 (ES-II) and 1129 (XI) the Office of the High Commissioner assumed over-all responsibility for the co-ordination of international action on behalf of Hungarian refugees. An account of the action taken by the High Commissioner and by other organizations concerned is given below.

(*a*) The influx of refugees

The influx of refugees from Hungary into Austria began on 28 October 1956. On 4 November, the rate of influx increased sharply and it is estimated that, by the following day, 10,000 Hungarian refugees had crossed the frontier. The peak of the influx was reached during the week of 20-26 November, during which more than 46,000 Hungarian refugees arrived in Austria. By mid-June 1957, the total influx into Austria had amounted to 174,250 refugees. Hungarian refugees also entered Yugoslavia from the end of October 1956, but the influx only assumed large proportions in the second week of January 1957. By mid-June 1957, a total number of 19,370 Hungarian refugees had entered Yugoslavia. At that time, there were estimated by the Austrian Government to be 29,500 Hungarian refugees remaining in Austria, while in Yugoslavia there remained 9,950 refugees in camps or centres.

(*b*) International appeals and response

Pursuant to General Assembly resolution 1129 (XI), the Secretary-General and the Office of the High Commissioner for Refugees issued, on 30 November 1956, a joint appeal to Governments and non-governmental organizations for assistance to Hungarian refugees. A further joint appeal, authorized by the same resolution and by resolution 1039 (XI), was issued on 11 March 1957. Governments were requested in these appeals to provide financial assistance and opportunities for resettlement.

The international response to these appeals has been encouraging. By mid-June 1957, forty-six countries and many private organizations had offered or provided assistance in one form or another. As a result of government offers, approximately 146,000 Hungarian refugees from Austria and 6,500 refugees from Yugoslavia had been admitted to countries of second asylum.

Financial and material assistance of considerable magnitude has been provided by Governments, voluntary agencies and through individual donations. Although, due to the variety of channels and forms of assistance involved, no precise or even approximate estimate of the total value of such assistance can be given, it is well in excess of $50 million.

Financial contributions amounting to $10,797,365.44, including the estimated value of contributions in kind, had been promised or paid to the Secretary-General or the Office of the High Commissioner as at 1 June 1957. Bilateral assistance paid or promised directly to the Austrian Government by other Governments, chiefly for the care and maintenance of the refugees in that country, amounted to almost $8.5 million. For the transportation of refugees, the Inter-Governmental Committee for European Migration expected to have received by the end of 1957 approximately $15 million from twenty-eight countries, while several Governments paid the full cost of transporting refugees to their territory. In addition, large sums were incurred for the reception and integration of refugees in countries of resettlement. No over-all figure is available, but the total expenditure made or anticipated for this purpose is known to reach many millions of dollars.

Emergency aid supplied by voluntary agencies played an essential part in the reception of refugees, particularly in Austria, and supplementary assistance has also been given to refugees both in camps and in private accommodation. Food, clothing blankets and medical supplies were delivered in large quantities at a cost believed to amount to several million dollars.

(*c*) Co-ordination of emergency aid

At the High Commissioner's initiative, a Co-ordinating Committee was established in Geneva, including representatives of the Inter-Governmental Committee for European Migration, the United States Escapee Program Administration, the International Committee of the Red Cross, the League of Red Cross Societies and other voluntary agencies working for refugees. The provision of emergency aid within Austria was co-ordinated by the High Commissioner's Branch Office, in conjunction with the Austrian Ministry of the Interior. Within Yugoslavia, the distribution of relief supplies is carried out by the Yugoslav Red Cross under the direction of a special Co-ordinating Committee with the High Commissioner's representative as Chairman, and including representatives of the Yugoslav Government and Yugoslav Red Cross.

(*d*) Resettlement

The resettlement of Hungarian refugees from both Austria and Yugoslavia was organized by the Inter-Governmental Committee for European Migration (ICEM). It is estimated by ICEM that existing resettlement quotas will allow all except eight to ten thousand Hungarian refugees to leave Austria by 31 December 1957. The remaining group will consist largely of refugees who wish to stay in Austria or who cannot be resettled in other countries. It is also estimated that 6,200 refugees who wish to emigrate will be compelled

to remain in Yugoslavia unless further resettlement opportunities are made available to them.

(e) Repatriation

Repatriation missions from Hungary, accompanied by an observer from the Office of the High Commissioner, have visited camps and centres throughout Austria and Yugoslavia to interview refugees seeking repatriation. By mid-June 1957, approximately 4,800 Hungarian refugees had been repatriated directly from Austria and 2,300 from Yugoslavia. In addition it was known that more than 2,300 Hungarian refugees had been repatriated from countries of second asylum.

The High Commissioner has also interceded with certain Governments to facilitate the payment of transportation charges for refugees desiring repatriation but without necessary funds to reach the borders of their country of origin.

(f) Care and maintenance

The responsibility for providing care and maintenance to the Hungarian refugees in Austria and Yugoslavia was assumed by the two Governments concerned.

A notable international contribution was, however, made by the League of Red Cross Societies, which undertook to provide food, clothing and medical care to the refugees in certain designated camps in Austria. This operation, carried out by teams of specialists from national Red Cross societies, was progressively extended to include all camps with a capacity of more than 500 refugees. Although considerable financial help was given by the Office of the High Commissioner, the majority of the expense entailed has been borne by the League of Red Cross Societies and the national Red Cross societies.

In Yugoslavia, the League of Red Cross Societies, in conjunction with the Yugoslav Red Cross, undertook to supply basic foods, clothing and medical supplies for up to 17,000 refugees. Responsibility for the distribution of these supplies was assumed by the Yugoslav Red Cross.

(g) Tracing

For its part, the International Committee of the Red Cross has set up in Geneva a central card index of Hungarian refugees, on the basis of information by the authorities and the Red Cross societies of the host countries. This card index has made it possible for refugees who were separated as a result of events to be put in contact with one another, and has in some cases permitted scattered families to be reunited.

(h) Long-term needs

Besides the basic needs for accommodation and care and maintenance, certain other needs of the Hungarian refugees had to be met. In particular, it was found essential to withdraw unattached young refugees from the social and moral dangers of camp life while they are awaiting emigration or integration. This problem is being met by certain long-term projects at present being implemented in Austria, under which counsellors and case-workers are helping the refugees, scholarships are being given for young refugees and a preliminary study is being made of a housing programme.

A permanent solutions programme costing $3.5 million was approved by the UNREF Executive Committee at its fifth session. This programme is designed both to meet the long-term needs of refugees in Austria awaiting emigration, particularly young refugees, and to assist the integration of those refugees who wish to remain in Austria or who cannot be resettled in other countries.

(i) Further assistance required

The response to the joint appeals of the Secretary-General and the Office of the High Commissioner, together with bilateral assistance to the Austrian Government, have met a large part of the financial needs. As at 15 June 1957, it was estimated that further financial contributions amounting to approximately $6 million were required, principally to meet the expenditure of the Yugoslav Government on behalf of Hungarian refugees and to finance the permanent solutions programme for Hungarian refugees in Austria. There is also urgent need for further resettlement opportunities for 6,200 Hungarian refugees in Yugoslavia.

Chapter III

OTHER POLITICAL AND SECURITY QUESTIONS

1. The question of disarmament

(*a*) Consideration by the Disarmament Commission of the third report of its Sub-Committee

The Disarmament Commission held eleven meetings between 3 and 16 July 1956 and one on 20 December to consider the third report of its Sub-Committee which had been submitted on 4 May in pursuance of General Assembly resolution 914 (X) of 16 December 1955. The representative of India was invited by the Commission, on 12 July, to present the views of his Government on General Assembly resolutions 808 (IX) and 914 (X).

On 20 December, the Commission decided unanimously to take note of the third report of its Sub-Committee and to transmit it, together with the records and the relevant documents, to the General Assembly and to the Security Council for their consideration.

(*b*) Consideration by the General Assembly at its eleventh session

The First Committee, to which the question of disarmament was referred at the eleventh session, considered it at nine meetings held between 14 and 25 January 1957.

On 14 January, the United States of America presented a memorandum outlining a number of disarmament proposals: (1) an agreement should be reached, under effective international inspection, that all future production of fissionable materials should be used or stockpiled exclusively for non-weapons purposes; (2) upon completion of that first step, an agreement should be negotiated on the limitation and, finally, the cessation of nuclear test explosions; in the meantime, methods could be worked out promptly for advance notice and registration of all nuclear tests and for limited international observation of such tests; (3) steps should be taken towards the realization of a first-stage reduction, under adequate aerial and ground inspection, of conventional armaments and armed forces, on the basis of 2.5 million men for the Union of Soviet Socialist Republics and the United States and 750,000 for France and the United Kingdom; (4) the testing of long-range unnamed weapons (intercontinental missiles, earth satellites, space platforms, etc.) under international inspection and participation to ensure that future developments in outer space would be devoted exclusively to peaceful and scientific purposes; and (5) the progressive installation of inspection systems designed to provide against the possibility of surprise attacks.

On the same date, the USSR proposed that the statement of the Government of the Soviet Union on disarmament and the lessening of international tension, dated 17 November 1956, should be taken as a basis for agreement by the Members of the United Nations. The statement included the following proposals: (1) a first-stage reduction in the armed forces of the USSR, the United States and China to 2.5 million men and those of the United Kingdom and France to 750,000, to be followed by a second-stage reduction to 1 million to 1.5 million men and 650,000 men, respectively; all other States to possess armies not exceeding 150,000 to 250,000 men; (2) a reduction in armaments in proportion to the reduction of men; (3) the prohibition of nuclear weapons, cessation of production, banning of use and complete destruction of stockpiles of atomic and hydrogen bombs and, as a first step, the immediate discontinuation of tests of nuclear weapons; (4) the reduction during 1957 by one-third of the armed forces of the United States, the USSR, the United Kingdom and France stationed in the territory of Germany; (5) during the same year, a considerable reduction in the armed forces of the United States, the United Kingdom and France stationed in the territory of the NATO countries and of the Soviet forces stationed in the countries parties to the Warsaw Treaty; (6) the liquidation within two years of all military bases in the territory of other States; (7) a reduction in military expenditures of countries in conformity with the reduction in armaments, the banning of nuclear weapons and the liquidation of military bases on the territory of other countries; (8) the establishment of strict and effective international control over the fulfilment of disarmament obligations, including the use of aerial photography within a limited area of Europe to a depth of 800 kilometres to the west and the east of the demarcation line between the principal armed forces of NATO and those of the Warsaw Treaty countries, subject to the consent of the States concerned; (9) the conclusion of a non-aggression pact between the NATO countries and the States parties to the Warsaw Treaty.

The USSR also introduced two draft resolutions under which the General Assembly: (1) would call upon the States conducting atomic and hydrogen weapons tests to discontinue them forthwith; and (2) would convene a special session on matters of disarmament.

During the discussion, in which thirty-nine delegations participated, the representative of the United

Kingdom stated that, while the Anglo-French plan, as revised and enlarged on 19 March 1956, still seemed to provide the best outline yet conceived for comprehensive disarmament, both conventional and nuclear, if some simpler way of getting disarmament started was to be sought, the United Kingdom would be glad to explore all possibilities. The Disarmament Sub-Committee might usefully turn its attention, during 1957, to the problem of conventional armaments in relation to reduced levels of armed forces, to the problem of control envisaged in terms of practical experiments and to the problem of the limitation of nuclear test explosions. The representative of France stated that, while in principle France favoured a general disarmament agreement, it agreed to discuss partial or even isolated measures, with the sole reservation that any such measures, separated from their initial context, should not assume a different value from that they would have in an over-all plan. France was willing to consider the limitation or registration of nuclear test explosions, but could not agree to a cessation or a prohibition of tests if it were not linked in time with the prohibition of the manufacture of nuclear weapons.

On 18 January, Canada, Japan and Norway introduced a draft resolution under which the Assembly would: (1) recommend the States concerned, and particularly those on the Sub-Committee, to give urgent attention to the question of establishing, as a preliminary step towards the eventual prohibition of nuclear weapons through progressive stages, a system for registration with the United Nations of nuclear test explosions; and (2) request the Secretary-General and the Scientific Committee on the Effects of Atomic Radiation to co-operate with the States concerned in the operation of such a system with a view to keeping the total actual and expected radiation in the world under constant observation.

On 24 January, the USSR proposed that the membership of the Disarmament Commission should be increased by the addition of Egypt, India, Poland and a Latin American country, and that the membership of the Sub-Committee should be increased by the addition of India and Poland.

On the same date, Australia, Brazil, Canada, El Salvador, France, India, Japan, Norway, the USSR, the United Kingdom, the United States and Yugoslavia introduced a draft resolution which: (1) requested the Disarmament Commission to reconvene its Sub-Committee at an early date; (2) recommended the Commission and the Sub-Committee to give prompt attention to the principal proposals on conventional and nuclear disarmament which had been submitted to the United Nations, including the plan of President Eisenhower for exchanging military blueprints and mutual aerial inspection, and the plan of Prime Minister Bulganin for establishing control posts at strategic centres; the proposals of the Governments of Canada, Japan and Norway of 18 January 1957; the Anglo-French comprehensive proposals of 11 June 1954, 19 March and 3 May 1956; the United States proposals of 14 January 1957; the USSR proposals of 10 May 1955, 27 March, 12 July and 17 November 1956 and 14 and 24 January 1957; the proposals of India of 25 July 1956; and the proposals of Yugoslavia of 10 July 1956; (3) recommended further that the Sub-Committee should prepare a progress report not later than 1 August 1957, and invited the Commission to consider the advisability of recommending that a special session of the General Assembly or a general disarmament conference should be convened at the appropriate time.

On 25 January, the Philippines submitted an amendment to the draft resolution of Canada, Japan and Norway, which was accepted by the sponsors.

On the same date, the USSR withdrew its draft resolution calling for a special session of the Assembly on matters of disarmament, and agreed that the other two proposals submitted by the USSR delegation should not be put to the vote, as they would be referred to the Disarmament Commission and the Sub-Committee. For the same reason, Canada, Japan and Norway agreed that their draft resolution should not be put to the vote.

The twelve-Power draft resolution was adopted unanimously on 25 January, and the Assembly, on 14 January, adopted the draft resolution recommended by the First Committee by 76 votes to none (resolution 1011 (XI)).

(*c*) Proceedings of the Sub-Committee of the Disarmament Commission

The Sub-Committee met in London on 18 March and was still in session at the time of writing of the present report.

2. Peaceful uses of atomic energy

(*a*) The International Conference on the Peaceful Uses of Atomic Energy

The General Assembly, in resolution 912 (X) of 3 December 1955, recommended "that a second international conference for the exchange of technical information regarding the peaceful uses of atomic energy should be held under the auspices of the United Nations in two to three years time", and requested the Secretary-General, acting upon the advice of the Advisory Committee set up under resolution 810 (IX) of 4 December 1954 and in consultation with appropriate specialized agencies, to determine an appropriate place and date and issue invitations to the conference in accordance with paragraphs 3 and 7 of section B of resolution 810 (IX), to prepare and circulate an agenda, and to provide the necessary staff and services. By the same resolution, the Advisory Committee was continued in order to assist the Secretary-General in carrying out the provisions of the resolution.

The Advisory Committee met in New York on 20 September 1956, and held a preliminary discussion of the nature of and arrangements for the second international conference for the exchange of technical information regarding the peaceful uses of atomic energy. At that meeting, views were expressed as to the place, date and scope of the conference, and consultations were held with the representatives of the interested specialized agencies, namely, the International Labour Organisation, the Food and Agriculture Organization, the United Nations Educational, Scientific and Cultural Organization, the World Health Organization and the World Meteorological Organization. It was tentatively agreed that the conference should take place on or about 1 September 1958.

The Advisory Committee met again in Geneva from 6 to 8 May 1957 and decided that the second international conference on the peaceful uses of atomic energy

should be held in Geneva from 1 to 13 September 1958. In reaching this conclusion, consideration was given to invitations for the conference that had been extended on behalf of the cities of Chicago and Amsterdam, as well as Geneva. The Committee formulated a topical agenda of wide scope for the conference and also agreed upon the procedure for its organization, based upon rules similar to those of the 1955 Conference. The Committee discussed the question of exhibits and agreed that those for the 1958 Conference should be provided by participating Governments only, and should be devoted to the scientific subjects dealt with in the conference. The question of exhibits will be given further consideration at a future meeting of the Committee.

(*b*) The International Atomic Energy Agency

The Conference on the Statute of the International Atomic Energy Agency (IAEA) took place at the Headquarters of the United Nations from 20 September to 26 October 1956. The Conference had before it a draft statute drawn up by the twelve sponsoring Governments referred to in General Assembly resolution 912 (X), II, paragraph 3. The Conference, to which States Members of the United Nations or members of the specialized agencies were invited, was attended by eighty-one nations. It considered a number of amendments to the draft statute and unanimously adopted the text as amended by the Conference. Seventy nations signed the statute on the concluding day of the Conference and ten more signed it in the course of the succeeding ninety-day period during which it was open for signature, thus bringing the total number of signatories to eighty. The statute comes into force when eighteen nations—including three of the following five: Canada, France, the United Kingdom, the United States of America and the Union of Soviet Socialist Republics—have deposited instruments of ratification with the United States as depositary Government. As of 15 June, ten Governments had deposited instruments of ratification.

Annex I of the statute set up a Preparatory Commission, which held its first meeting immediately after the close of the Conference. It appointed Dr. Paul Jolles of Switzerland as Executive Secretary on 22 December 1956, and has since been engaged in the work of preparing for the first general conference of the Agency, which will take place in Vienna on 1 October 1957. The Preparatory Commission has been meeting in New York at Headquarters, where staff and services have been provided to assist it in its task.

The General Assembly, by resolution 1115 (XI) of 11 January 1957, appointed the Advisory Committee on the Peaceful Uses of Atomic Energy as its negotiating agent with the Preparatory Commission of IAEA for the purpose of negotiating the draft relationship agreement between the United Nations and the Agency. An agreed draft text of that agreement will be forwarded to the Assembly and to the General Conference of IAEA for their approval.

With a view to the establishment, at the outset, of a fruitful relationship between the new Agency, the United Nations and the specialized agencies, to the co-ordination of their activities, the Secretary-General invited the Executive Secretary of the Preparatory Commission to attend the meeting of the Administrative Committee on Co-ordination which took place in Geneva on 3 and 4 May 1957.

(*c*) Scientific Committee on the Effects of Atomic Radiation

The Scientific Committee on the Effects of Atomic Radiation held its second session at Headquarters from 22 October to 2 November 1956. The following subjects were discussed by working groups of the Committee: (1) physical data; (2) recommendations concerning methods of measurement of natural radiation background, environmental contamination and other man-made sources of radiation exposure; (3) genetic aspects of the effects of radiation; (4) deposition of radioactive wastes in the ocean; and (5) methods of evaluation of the biological effects of small doses. The Committee requested its Secretary to send to Governments a further detailed request for information under those headings. The Committee also prepared its first annual progress report to the General Assembly and two statements for publication in the medical and scientific Press seeking the co-operation of the medical profession, through appropriate governmental channels, in the assessment of levels of exposure of populations to X-radiation through its medical use.

The Committee requested FAO, WHO and UNESCO to collect and submit to it certain specialized information, and requested the International Commissions on Radiological Protection and on Radiological Units and Measurements to carry out a special study in the field of radiation measurement.

The Committee held its third session in Geneva from 8 to 18 April 1957. The genetic effects of radiation and technical problems of measurement and assessment of radioactive fall-out were discussed in working groups. The Committee gave consideration to its principal report to the General Assembly, due in 1958, and called for the preparation of a draft of the report for consideration at its next session.

Both the second and third sessions of the Committee were attended by representatives of FAO, WHO, WMO and UNESCO, which are co-operating closely with the Committee and are preparing specialized studies for it. In addition, representatives of the International Civil Aviation Organization and of the Preparatory Commission of IAEA attended the third session.

The Committee has received eighty-nine technical reports from twenty-seven States Members of the United Nations or members of the specialized agencies, as well as reports from WHO, WMO and FAO.

3. Complaint by the Union of Soviet Socialist Republics of intervention by the United States of America in the domestic affairs of Albania, Bulgaria, Czechoslovakia, Hungary, Poland, Romania and the USSR, and its subversive activity against those States

On 11 December 1956, the Union of Soviet Socialist Republics proposed the inclusion in the agenda of the eleventh session of the General Assembly of an item entitled: "Intervention by the United States of America in the domestic affairs of the people's democracies and its subversive activity against those States". An accompanying explanatory memorandum charged that hostile activity directed by the United States against

Albania, Bulgaria, Hungary, Poland, Romania, the USSR and Czechoslovakia was designed to undermine the political system which had been freely chosen by the peoples of those countries. After describing a number of forms of alleged intervention, the memorandum declared that such hostile activity constituted a gross violation of the Charter and was incompatible with the principles on which States Members of the United Nations should base their relations with other countries. Accordingly, the USSR considered it the duty of the Organization to take urgent steps to put an end to the subversive activity of the United States and its intervention, in whatever form, in the domestic affairs of other States.

On 14 December, the Assembly decided, on the recommendation of the General Committee, to include the item in the agenda under the amended title: "Complaint by the Union of Soviet Socialist Republics of intervention by the United States of America in the domestic affairs of Albania, Bulgaria, Czechoslovakia, Hungary, Poland, Romania and the USSR, and its subversive activity against those States", and allocated the item to the Special Political Committee for consideration and report.

On 12 February 1957, the representative of the USSR transmitted to the Secretary-General eighteen documents in connexion with the item, including a number of notes from the USSR to the United States, relating principally to complaints of violations of Soviet air space by United States aircraft, some of which had allegedly dropped subversive agents or literature, as well as some communiqués and a Soviet press conference statement regarding the sending of balloons into Soviet air space by United States military agencies.

The Special Political Committee held six meetings between 25 and 27 February and heard statements by the representatives of the USSR, Czechoslovakia, Bulgaria, Albania, the Ukrainian SSR, Romania, the Byelorussian SSR and Poland, who emphasized in detail various aspects of hostile activity by the United States in their countries, particularly by means of broadcasts, the dropping of subversive literature from aircraft or balloons and the training and introduction of saboteurs and political agitators.

In reply, the representative of the United States rejected the allegations and complained that the USSR had merely endeavoured to divert world attention from its own attempts to undermine the Governments of free countries all over the world, and particularly from its intervention in the domestic affairs of Hungary. Similar charges had been presented and dismissed by the Assembly in the past. The policy of the United States, moreover, was not inspired by any desire to menace Soviet security, but was based on the objective of maintaining world peace.

A number of representatives supported the United States position, and many of them drew attention to the contrast between United States policy and that revealed by the USSR in its military intervention in the domestic affairs of Hungary.

On 25 February, the USSR submitted a draft resolution providing that the Assembly, (1) noting with anxiety the recent aggravation of the international situation and the deterioration of relations between States, one of the causes of that situation being the subversive activity carried on by the United States and its intervention in the domestic affairs of the people's democracies; (2) considering that States Members were bound under the Charter "to practice tolerance and live together in peace with one another as good neighbours"; (3) recalling that the Assembly had in 1947 condemned all forms of propaganda either designed or likely to provoke or encourage any threat to the peace; and (4) considering also that in 1954 it had recommended to Member States the International Convention on the Use of Broadcasting in the Interests of Peace of 1936, in which the contracting parties mutually undertook "to prohibit and, if necessary, to bring to an immediate stop in their respective territories any transmission which could, to the detriment of proper international understanding, instigate the inhabitants of any territory to acts contrary to the internal order or security of the territory of one of the High Contracting Parties", would (5) condemn the subversive activities of the United States against other States as contrary to the Charter and incompatible with the principles on which relations between States should be based; and (6) call upon the Government of the United States to cease such subversive activities and intervention, whatever their pretext, and to conduct its relations with the States concerned in accordance with the principles of the Charter.

The Committee rejected the USSR draft resolution on 27 February by a roll-call vote of 53 to 8, with 11 abstentions, and accordingly reported to the Assembly that it had no recommendation to submit on the item.

4. Question of amending the Charter to increase the number of non-permanent members of the Security Council, and to enlarge the membership of the Economic and Social Council and of the International Court of Justice

On 19 June 1956, eighteen Latin American countries proposed the inclusion in the agenda of the eleventh session of the General Assembly of three items concerning the question of amending the Charter to increase the number of non-permanent members of the Security Council, and to enlarge the membership of the Economic and Social Council and of the International Court of Justice, on the grounds that the recent substantial increase in the membership of the United Nations had made such enlargement necessary.

The Assembly considered the three items jointly at three plenary meetings held between 14 and 17 December.

Two draft resolutions relating to the membership of the Security Council were submitted: the first on 12 December by a group of Latin American countries and Spain; the second on 18 December by sixteen Asian-African States.

Under the terms of the first draft resolution, the General Assembly would amend Articles 23 and 27 of the Charter in order: (1) to bring the total membership of the Security Council up to thirteen by the addition of two seats reserved for non-permanent members; and (2) to bring up to eight the number of votes required for the adoption of a decision by the Council. The amendments were to be submitted by the Assembly to the Members of the United Nations for ratification.

According to the second draft resolution, the Assembly, considering that any amendment to the Charter

would require the resolving of diverse important views which could be best effected after the necessary studies and discussions had been made, would appoint a committee of fifteen Members to study the matter in all its aspects and to report to the Assembly at the twelfth session.

On 26 February 1957, the Assembly decided to postpone consideration of the three items until the twelfth session.

5. Draft convention concerning a system of consultation

On 9 October 1956, Argentina requested the inclusion in the agenda of the eleventh session of the General Assembly of an item entitled "Draft convention concerning a system of consultation". In an explanatory memorandum, it was stated that the purpose of the draft convention was to establish a machinery that would form part of the general United Nations system, through which States might initiate consultations on a world-wide basis if a situation arose which was likely to endanger international peace or security; the memorandum was accompanied by a draft text of the proposed convention.

The item was referred to the Special Political Committee, which considered it at four meetings held between 17 and 21 December. On 17 December, Argentina introduced a draft resolution proposing the establishment of a special committee of fifteen Members to study the proposed draft convention and report at the twelfth session.

On 19 December, the representative of Argentina introduced another text, co-sponsored by twelve Member States, whereby the Assembly, recalling its decision to hold a General Conference to review the Charter at an appropriate time, would decide to refer the Argentine proposal and the records of its consideration to Member States to be considered at such a Conference and would recommend Member States to transmit their views to the Secretary-General prior to the convening of the General Conference.

The representative of Argentina stated that his proposal was based on the principle that the United Nations should deal with all international conflicts or disputes constituting, or capable of constituting, a threat to the peace. The community of nations lacked adequate machinery to permit consultations with the necessary speed and efficiency. Such consultation, which had sometimes been held outside the United Nations, should take place within the framework of the Organization and become one of the means for the peaceful settlement of international disputes provided for in Articles 2, paragraph 3, and 33 of the Charter.

Although some representatives took the view that the Argentina proposal would encroach on other organs of the United Nations and that the international community already possessed effective machinery, a number of representatives were sympathetic with its basic purpose. However, in view of the complex legal questions raised by the proposal, they felt that it should be studied carefully in the context of the Charter review.

On 21 December, the Special Political Committee approved the thirteen-Power draft resolution by 45 votes to 8, with 8 abstentions, and on 11 January 1957 the General Assembly adopted it, as recommended by the Committee, by 58 votes to 8, with 4 abstentions (resolution 1014 (XI)).

6. Admission of new Members to the United Nations

(*a*) Admission of the Sudan, Morocco, Tunisia, Japan and Ghana

During its eleventh session, the General Assembly, on unanimous recommendations by the Security Council, unanimously admitted the Sudan, Morocco, Tunisia, Japan and Ghana as new Members of the United Nations. The first three States were admitted on 12 November 1956; Japan, on 18 December 1956; and Ghana, on 8 March 1957.

On 12 December 1956, the Council rejected, by 4 votes to 2, with 5 abstentions, a draft resolution presented by the Union of Soviet Socialist Republics by which the Council would have recommended the Assembly to admit the Mongolian People's Republic as a new Member of the Organization.

(*b*) Consideration by the General Assembly of the applications for admission of the Republic of Korea, Viet-Nam, the Democratic People's Republic of Korea and the Democratic Republic of Viet-Nam

On 15 November 1956, the General Assembly referred the item "Admission of new Members to the United Nations" to the Special Political Committee, which examined the item at six meetings between 23 and 30 January 1957.

On 23 January, thirteen States submitted two draft resolutions, one relating to the Republic of Korea, and the other to Viet-Nam. These draft resolutions were to the effect that the General Assembly, noting that the Republic of Korea and Viet-Nam had been excluded from membership in the United Nations because of the opposition of one of the permanent members of the Security Council, would: (1) reaffirm its determination that the two States were fully qualified for admission to membership in the United Nations; and (2) request the Security Council to reconsider their applications in the light of the Assembly's determination.

Amendments having been proposed by Argentina, the sponsors agreed to add a provision requesting the Council to report to the Assembly as soon as possible.

Two other draft resolutions were submitted. The first, proposed by the USSR, provided that the General Assembly should request the Security Council, having regard to the general opinion that the composition of the United Nations should be as universal as possible, to reconsider the applications of the Democratic People's Republic of Korea, the Republic of Korea, the Democratic Republic of Viet-Nam and South Viet-Nam, with a view to recommending the simultaneous admission of all those States to membership in the United Nations.

The second, proposed by India and Syria, provided that the Assembly, recalling resolution 918 (X) and considering that the matter required further examina-

tion, should: (1) decide to transmit to the Security Council the proposals made during the current session of the Assembly together with the relevant records; and (2) request the Council to consider all applications for admission.

On 30 January, both the thirteen-Power draft resolutions were adopted by the Special Political Committee. The draft resolution regarding the Republic of Korea was adopted by 45 votes to 8, with 22 abstentions; and that regarding Viet-Nam, by 44 votes to 8, with 23 abstentions.

After the Committee had rejected the USSR draft resolution, the representatives of India and Syria declared that, in the light of the Committee's decisions, they would not insist on a vote on their joint draft resolution.

On 28 February 1957, the General Assembly adopted the two draft resolutions recommended by the Special Political Committee. The resolution regarding the Republic of Korea (resolution 1017 A (XI)) was adopted by 40 votes to 8, with 16 abstentions; the resolution regarding Viet-Nam (resolution 1017 B (XI)) was adopted by 40 votes to 8, with 18 abstentions.

7. The question of Cyprus

At the request of Greece, made by a letter dated 13 March 1956, an item entitled "Application, under the auspices of the United Nations, of the principle of equal rights and self-determination of peoples in the case of the population of the Island of Cyprus" was included in the provisional agenda of the eleventh session of the General Assembly.

By a letter dated 12 October 1956, the United Kingdom requested the inclusion of an item entitled "Support from Greece for terrorism in Cyprus".

The General Committee, on 14 November 1956, recommended the inclusion of the two items under the title "Question of Cyprus: (*a*) Application, under the auspices of the United Nations, of the principle of equal rights and self-determination of peoples in the case of the population of the Island of Cyprus; (*b*) Complaint by the United Kingdom of Great Britain and Northern Ireland of support from Greece for terrorism in Cyprus."

After discussion in plenary meeting, during which the representatives of the United Kingdom and Turkey declared that Article 2, paragraph 7, of the Charter precluded the United Nations from intervention in the Cyprus question, as proposed by Greece, the item was included in the agenda and referred to the First Committee for consideration and report.

The Committee considered the item at ten meetings held between 18 and 22 February 1957.

On 18 and 19 February respectively, the representatives of the United Kingdom and Greece submitted further documentation relating to part (*b*) of the item.

The Committee had before it one draft resolution on part (*a*) of the item and two on part (*b*).

Under the first, introduced by Greece, the General Assembly, recognizing the right of the people of Cyprus to self-determination in accordance with the Purposes and Principles of the Charter, considering that the situation in Cyprus had gravely deteriorated and that the establishment there of conditions of freedom and peace not only was of vital importance to its people but was also of concern to all peoples in the Eastern Mediterranean, considering further that an equitable solution of the question would contribute to peace and stability in the area, would express the wish that the people of Cyprus should be given the opportunity to determine their own future by the application of their right to self-determination.

Under the second, also introduced by Greece, the Assembly, considering that, in order to be in a position to evaluate adequately the situation, it should be in possession of the fullest and most objective information concerning the British complaint on support from Greece for terrorism in Cyprus, would: (1) establish a fact-finding committee composed of representatives of seven Members to investigate through direct observation as appropriate and to report its findings to the Assembly at its next session; and (2) call upon the Governments of the United Kingdom and Greece to assist the committee in its task and to extend their full co-operation to it.

Under a third draft resolution, introduced by the United Kingdom, the Assembly, (1) considering that it was inherent in the Charter that States should refrain from intervening in the internal affairs of other States; (2) noting the complaint of the United Kingdom that, over a considerable period, terrorist organizations in Cyprus had received support from Greece in the form of arms, ammunition and money, and (3) noting that, despite repeated representations by the United Kingdom, Athens Radio had regularly broadcast special programmes to Cyprus containing incitements to insurrection and violence, (4) would call upon the Government of Greece to take effective measures to prevent support or encouragement from Greece for terrorism in Cyprus.

The representative of Greece declared that since 1945 the Cypriots had solicited the intervention of the Greek Government with a view to obtaining an amicable settlement of the question. It was only after countless and vain endeavours that Greece had had recourse to the United Nations in order to avert disaster. He denied the allegation that Greece was aiming, by a transfer of sovereignty, at the satisfaction of a Greek territorial claim. The Greek Government had no part in the Cypriot war of liberation which, as was recognized by British statesmen, had come about only because the Government of the United Kingdom had exasperated the Cypriots by refusing to recognize their right to self-determination. The United Kingdom had attempted to annihilate the liberation movement and was also responsible for having fomented the animosity of the Turkish minority in Cyprus against the Greek majority, as well as for economic exploitation of the people. The British wished to prolong their control over Cyprus in order to use it as a spring-board for action in the Middle East.

Article 2, paragraph 7, of the Charter, the representative of Greece added, could apply only to the national territory of each State; Cyprus was not part of British national territory. The practice of the General Assembly showed that the right of self-determination of peoples could not be excluded from the scope of Article 10. Besides, under Article 73, the interests of the colonial peoples were paramount over those of the Administering Power. The Treaty of

Lausanne, which in 1923 had transferred sovereignty over Cyprus to the United Kingdom, had not excluded the application of the right of self-determination in the case of the people of that Island.

The representative of the United Kingdom recalled the friendship and alliances linking his country and Greece and deplored the existing situation. The Greek Government was aiming at nothing less than the annexation of Cyprus. Since 1954, the terrorist movement in Cyprus had been supported and financed by Greece and encouraged by Greek propaganda, in particular by Athens Radio, in disregard of the welfare of the Cypriot people and of the maintenance of friendly relations between Greece, Turkey and the United Kingdom.

The United Kingdom Government had recognized the principle of self-determination in regard to Cyprus. But the application of that principle without any regard to circumstances could only lead to chaos and, moreover, its application in any of the territories of a Member State was clearly an internal matter with which the United Nations was not competent to deal. The United Kingdom Government had long sought a satisfactory solution for the problem of Cyprus. It had informed the Greek and Turkish Governments of its wish to give Cyprus self-government at the earliest possible moment and to reach a final solution based on the self-determination of the Greek and Turkish communities, when international and local conditions permitted. The Greek Government had systematically opposed these efforts, including the latest proposals which had been accepted by the Government of Turkey as a basis of discussion.

The representative of Turkey declared that the Greek claim for annexation of Cyprus was completely unjustified. Turkey's concern over the status of Cyprus was natural and self-evident since over 100,000 Turks lived on the Island, and there were geographical, historical, political and contractual reasons which made the Island's status of vital interest to Turkey. The Treaty of Lausanne had settled the question of the status of Cyprus. Greek activities were incompatible with the established norms of friendly relations among nations, and with the obligations assumed by Greece under the Charter. Turkey had done its utmost to prevent the question from deteriorating to its current tragic state. The General Assembly could make a valuable contribution by requesting Greece to cease supporting terrorism in Cyprus, by encouraging the resumption of negotiations between the parties directly concerned, while refraining from attempting to formulate concrete solutions, which could, in fact, come about only through negotiations by the three countries concerned.

On 21 February, Panama introduced a fourth draft resolution, whereby the Assembly, taking note of the different points of view expressed during the debate, and considering the desirability of a further study of the question with a view to finding a satisfactory solution reaffirming the United Nations ideal of ensuring the peaceful coexistence of peoples in accordance with the principles of the Charter, would: (1) decide to set up a committee composed of the representatives of five Members for the purpose of making an on-the-spot study of the present situation in Cyprus and reporting to the General Assembly at its twelfth session with such recommendations as it deemed appropriate; and (2) request the Governments of the United Kingdom, Greece and Turkey to provide the committee with all the assistance required.

On 22 February, a fifth draft resolution was introduced by India, whereby the Assembly, believing that the solution of the question of Cyprus required an atmosphere of peace and freedom of expression, would express the earnest desire that a peaceful, democratic and just solution could be found in accordance with the Principles and Purposes of the Charter, and the hope that negotiations would be resumed and continued to that end.

On the same date, the Committee decided to give priority in voting to the Indian draft resolution. It was approved by 76 votes to none, with 2 abstentions.

The representatives of Greece, the United Kingdom and Panama thereupon announced that they would not press for a vote on the draft resolution introduced by them.

On 26 February, the draft resolution recommended by the First Committee was adopted by the General Assembly by 57 votes to none, with 1 abstention (resolution 1013 (XI)).

8. The question of Algeria

(a) Request for consideration of the situation in Algeria: discussion by the Security Council (June 1956)

On 13 June 1956, Afghanistan, Egypt, Indonesia, Iran, Iraq, Jordan, Lebanon, Libya, Pakistan, Saudi Arabia, Syria, Thailand and Yemen requested an early meeting of the Security Council to consider the grave situation in Algeria under Article 35, paragraph 1, of the Charter, recalling that an explanatory memorandum submitted on 12 April 1956 by seventeen Member States had drawn attention to the Algerian situation as constituting a threat to the peace and a flagrant violation of human rights.

The Council considered the request at two meetings held on 26 June 1956. The representative of the Union of Soviet Socialist Republics proposed that discussion of the question should be postponed indefinitely. A number of representatives, including the representative of France, opposed this because, in their opinion, the Council could not postpone discussion of an item which had not yet been placed on its agenda. The USSR proposal was rejected by 7 votes to 1, with 3 abstentions.

The representative of France opposed the inclusion of the question of Algeria in the agenda, stating that Algerian affairs were essentially within the domestic jurisdiction of France. In Algeria, France was merely exercising one of the most normal attributes of domestic sovereignty, namely, that of maintaining public order, which had been disturbed by rebellious citizens. Any intervention of the Council in the question would constitute a violation of Articles 2, paragraph 7, and 34 of the Charter.

The representative of Iran maintained that the Algerian question did not fall within the domestic jurisdiction of France, as it was of a nature to give rise to a dispute between nations. Moreover, Algeria had been an independent State before 1830, and Algerian sovereignty, which in the last analysis was vested in

the Algerian people, was inalienable and had not disappeared. Refusal to examine the question would entail a violation of Article 1, paragraph 2, of the Charter and of the Declaration of Human Rights. One could not regard as falling within the domestic jurisdiction of a State a question which affected fundamental human rights and the relations between nations. The United Nations had declared itself competent in several similar cases.

The provisional agenda was rejected by 7 votes to 2, with 2 abstentions.

At the conclusion of the debate, the President noted that he was sure that all members shared a common hope and confidence that, in accordance with the expressed determination of the French Government, the grave problem might be brought to a just and peaceful solution as speedily as possible.

(*b*) Complaint of France regarding military assistance rendered by the Egyptian Government to the rebels in Algeria: consideration by the Security Council (October 1956)

On 25 October 1956, France requested that an item entitled "Military assistance rendered by the Egyptian Government to the rebels in Algeria" should be placed on the agenda of a forthcoming meeting of the Security Council. An attached memorandum stated that, on 16 October, a French warship had stopped the S/S "Athos" and had discovered that it carried six clandestine passengers and was loaded with arms and ammunition. According to statements by persons aboard, the ship had been loaded in Alexandria on the night of 3 to 4 October, 150 Egyptian military personnel in uniform taking part in the loading operations. The arms were to have been delivered to the chief of the *maquis* of Turenne, near Tlemcen. Investigation by the French authorities had shown that the clandestine passengers had taken military training courses in Egypt and that the ship had been purchased in July 1956 by Egyptian agents.

On 29 October, the Council examined the French communication. The representative of France declared that the French Government considered that it was confronted with a deliberate act directed against French sovereignty in violation of the fundamental rules of international law, which prohibited interference in the internal affairs of another State.

The Council decided, without a vote, to include the item in the agenda. The meeting was then adjourned to give the Egyptian delegation time to make its preparations. Additional information was submitted on 4 February 1957. Discussion has not been resumed during the period covered by the present report.

(*c*) Question of Algeria: consideration by the General Assembly at its eleventh session

On 1 October 1956, fifteen Asian and African States requested the inclusion of the question of Algeria in the agenda of the eleventh session of the General Assembly. In an explanatory memorandum they stated that, in spite of the unfavourable recommendation of the General Committee at the tenth session, the Assembly had placed the item on its agenda and had referred it to the First Committee. The Asian-African States, however, had decided in a conciliatory spirit to accept a proposal to postpone further discussion of the question at that session, because they had hoped that France would seize the opportunity to negotiate with the representatives of the Algerian people a peaceful settlement with a view to securing their rights to self-determination and independence. Unfortunately, that hope had been frustrated. Having since increased its armed forces in Algeria from 150,000 men to more than 450,000, France had intensified its acts of military repression and of extermination of the Algerian people in complete violation of the Convention of Genocide, to which it was a party. Since the continuance of those acts of repression and genocide would endanger international peace, the Assembly had a compelling responsibility to put an end to them.

On 15 November 1956, the Assembly decided to place the item on its agenda, and allocated it to the First Committee, which discussed the question at seventeen meetings held between 4 and 13 February 1957.

The representative of France declared that his country would never admit the competence of the United Nations with regard to a problem which it regarded, under international law, as an essentially domestic matter. France had not objected to the inclusion of the Algerian question in the agenda, mainly because it wished to make a public reply to the campaigns of systematic denigration directed against it for several years. It also wished to draw attention to foreign interference in the question of Algeria; this question would already have been settled if certain Powers had not kept the conflict alive by supplying weapons to the rebels. This attitude was not inconsistent with France's challenge, under Article 2, paragraph 7, of the Charter, of the General Assembly's competence. International lawyers agreed that the principle of essential domestic jurisdiction laid down in that Article placed *per se* a general limitation on the activities of the Organization. No provision in the Charter granted to the Assembly any recommending power with regard to the right of peoples to self-determination. On the contrarary, intervention by the United Nations in such a matter could not be reconciled with the principle of domestic jurisdiction, for it would imply a direct threat to the territorial integrity and very existence of States.

The French establishment in Algeria was the result of the legitimate occupation of a territory at a time when no sovereignty was being exercised in it. France alone was qualified to decide, in conformity with its own Constitution, what political system it desired to apply to Algeria.

The representative of France described his country's efforts to improve the living conditions of the Algerian population, and stressed the progress achieved in the economic, agricultural, social and public health fields and the administrative reforms which had gradually brought the indigenous inhabitants into the management of local and Algerian affairs.

Two main groups of rebels had emerged in the course of the rebellion in Algeria: the Front de libération nationale and the Mouvement national algérien. It was the former that had planned the insurrection of 1 November 1954, in direct liaison with its committee at Cairo. In pursuance of that programme some 5,344 civilians, including 4,149 Moslems, had been murdered between 1 November 1954 and 31 December 1956. The representative of France emphasized that

there was a large number of French Moslems who belonged to no movement and merely wished to live in peace.

The Algerian Communist Party had actively participated in the rebellion. Foreign Powers, Egypt in particular, had given effective support through propaganda, training of terrorists and supplies of arms, while the rebellion was also partly financed by the League of Arab States.

The Prime Minister of France had outlined the following steps for a liberal political solution of the Algerian problem: an unconditional offer of a cease-fire, including readiness for direct contacts with the combatants to arrange its conditions; the holding of free elections, subject to rigorous supervision by both sides and to the control of observers from countries with established democratic traditions whom France was prepared to invite; discussion with the elected representatives on the future régime of Algeria. The basic principles for a solution were strict equality of rights for all inhabitants, coexistence of the French and Moslem communities with due respect for their legitimate rights in the territorial reorganization and governmental decentralization involved, and definition of Algeria's individual characteristics while maintaining the necessary links with metropolitan France, including the retention by France of a permanent power of arbitration to prevent the oppression of either community by the other.

A number of representatives considered that, in accordance with Article 2, paragraph 7, and other relevant provisions of the Charter, the General Assembly had no right to discuss any matter or adopt any resolution which constituted an intervention in the domestic affairs of a Member State. Many States would not have agreed to become Members of the United Nations in the absence of such a fundamental proviso.

Algeria had been for more than a century an integral part in law of France and, at the time of the creation of the United Nations in 1945, its status had not been questioned. As no principle of international law and no provision of the Charter authorized any change in the political geography of a State, the United Nations was not competent to rule on the case.

Representatives supporting the competence of the United Nations to discuss the Algerian question stated that, during the previous decade, 700 million people in Asia and Africa had emerged from the status of colonial domination by western Powers to the status of national liberation and the exercise of their national sovereignty. Algeria was following the same path of evolution from colonialism towards national liberty. The United Nations had been instituted as a means of facilitating the orderly evolution of dependent peoples towards independence. Algeria had enjoyed full statehood and sovereignty before the French occupation. There had been no transfer of sovereignty to France. To that extent, the Algerian, the Moroccan and the Tunisian questions were almost identical. Algeria had not been integrated into France in fact and in law, nor had Algerians become French citizens like other citizens in France. Algeria was neither a colony nor a trust territory, nor a part of France, nor an international mandate, nor a protectorate, nor really a member of a genuine union. The situation of France in respect of Algeria was rather that of one country trying to colonize another. The status of France in Algeria was based solely upon conquest.

By signing a communiqué with the USSR on 19 March 1956, which referred, *inter alia,* to the settlement of the Algerian question, France had recognized, at least tacitly, that the Algerian question could not be regarded as essentially a French concern. The United Nations should examine the question, not only because non-self-governing peoples had a right to independence, but also because the situation in Algeria constituted a threat to world peace and to the freedom of nations.

On several occasions, the United Nations had declared itself competent, when it considered that an internal situation before it was of sufficient seriousness, despite the provisions of Article 2, paragraph 7.

Contrary to the assertions made by the representative of France, Algeria as a country had developed very little under the colonial régime as compared with other countries. French policy in Algeria had been a composite of a policy of pacification—in fact war and repression—which had failed, a policy of assimilation involving the destruction of Arab-Algerian culture, a policy of developing Algerian resources for the benefit of the French and the impoverishment of Algerians culturally, economically and socially, and a policy of maintaining a ruling French minority in Algeria and separating that country from its sister Arab countries.

The Algerian liberation movement dated from the beginning of the French occupation and had become a mass movement thanks to reorganization in the last twenty-five years. It had been particularly stimulated by the massacre in 1945 of 45,000 Algerians in one week. The movement, headed by a National Council of the Algerian Revolution, showed no sign of foreign or communist influences: there was no dissension among its different groups, and it was really an organized mass movement representing the Algerian people as a whole. That movement had a party, a fighting force and a system of civil administration.

The only practical and legitimate objective was to ensure for the Algerians a free national life of their own, while at the same time safeguarding the legitimate interests of the European residents. That objective should be attained gradually through the following steps: firstly, recognition by France of the right of the Algerians to self-determination and independence; secondly, constitution of a provisional Algerian Government which would enter into negotiations with France with some kind of international supervision and which would convene a constituent assembly elected by universal suffrage; thirdly, and concurrently with the establishment of a provisional government, a cease-fire should be ordered.

Acting within the framework of the Charter, the United Nations could play a valuable part, mainly by recommending negotiations and deciding on what basis they should be held.

Other representatives supported the view that the question of Algeria should be solved by direct negotiations between France and Algeria without interference from the United Nations. The Organization must respect the legal and political status which a State enjoyed at the time it joined the United Nations. Any other course of action would result in transforming an Organization set up for peaceful purposes into a course

of international discord and war. The best way to reconcile the two principles of respect for the organic constitution of Member States and of the right of self-determination of peoples would be to trust that the liberal and generous tradition of France would enable that country to find a constructive solution on the basis of co-operation.

It would, therefore, be preferable not to adopt any resolution at all. But, if the Committee wanted to follow established practice, it could adopt a text expressing the hope of all delegations that the Algerian question might be settled by peaceful and democratic means.

During the debate, a draft resolution was introduced by eighteen Asian and African States, under which the General Assembly would: (1) request France to respond to the desire of the people of Algeria to exercise their fundamental right of self-determination; (2) invite France and the people of Algeria to enter into immediate negotiations with a view to the cessation of hostilities and the peaceful settlement of their differences in accordance with the Charter of the United Nations; and (3) request the Secretary-General to assist the parties in conducting such negotiations and report at the twelfth session of the General Assembly.

Japan, the Philippines and Thailand introduced another draft resolution whereby the Assembly would express the hope that France and the Algerian people would endeavour, through appropriate negotiations, to bring about the end of bloodshed and the peaceful settlement of the present difficulties.

A third draft resolution, sponsored by Argentina, Brazil, Cuba, the Dominican Republic, Italy and Peru, provided that the Assembly should express the hope that a peaceful and democratic solution of the question would be found.

On 13 February 1957, the foregoing draft resolutions were put to the vote. The eighteen-Power draft resolution was voted on paragraph by paragraph. The Committee, in view of the rejection of the first two operative paragraphs, by votes of 34 to 33, with 9 and 10 abstentions respectively, took no vote on the third operative paragraph nor on the draft resolution as a whole. The six-Power draft resolution was adopted by a roll-call vote of 41 to 33, with 3 abstentions. The representative of New Zealand proposed that the Committee should not vote on the three-Power draft resolution; this proposal was, however, rejected by a roll-call vote of 43 to 24, with 10 abstentions. The three-Power draft resolution was adopted by a roll-call vote of 37 to 27, with 13 abstentions. France did not participate in the voting on any of the draft resolutions.

On 15 February 1957, when the General Assembly had before it the report of the First Committee, a draft resolution was submitted by Argentina, Brazil, Cuba, the Dominican Republic, Italy, Peru, Japan, the Philippines and Thailand, whereby the Assembly, having heard the statements made by various delegations and discussed the question of Algeria, and having regard to the situation in Algeria which was causing much suffering and loss of human lives, would express the hope that, in a spirit of co-operation, a peaceful, democratic and just solution would be found, through appropriate means, in conformity with the principles of the Charter of the United Nations.

The President of the General Assembly stated that the new draft resolution before the Assembly was a conciliatory draft resolution co-sponsored by the same six Powers and three Powers which had, respectively, sponsored the two draft resolutions recommended by the First Committee.

The draft resolution was adopted by a roll-call vote of 77 votes to none (resolution 1012 (XI)). France did not participate in the voting.

9. Treatment of people of Indian origin in the Union of South Africa

At its tenth session, the General Assembly, by resolution 919 (X), urged the Governments of the Union of South Africa and of India and Pakistan to pursue negotiations with a view to bringing about a settlement of the question and invited them to report as appropriate, jointly or separately, to the Assembly at its eleventh session.

In reports dated 5 and 11 September 1956 respectively, the Governments of India and Pakistan explained that, through their representatives to the United Nations, they had requested the Government of the Union of South Africa, through its representative, to enter into negotiations. The Government, however, had declined to accede to the request. In the meantime, the position of persons of Indian origin in South Africa had continued to worsen.

The Assembly included the item in the agenda of its eleventh session, and referred it to the Special Political Committee for consideration and report.

The Committee discussed the question at four meetings held between 7 and 9 January 1957, in the absence of the South African delegation, which had been withdrawn from the Assembly by the Union Government in protest against the decision to include the item in the agenda.

The representatives of India and Pakistan expressed regret at the absence of the South African delegation and reiterated their belief that it was incumbent upon the United Nations to achieve a peaceful settlement of the problem. Their Governments were prepared to continue to explore all avenues which might be conducive to such settlement. The representative of India stressed that the position of the Indian community in South Africa had continued to deteriorate, and called for constructive action to meet the challenge levelled by the Union Government against human rights on the continent of Africa.

On 8 January 1957, a draft resolution was submitted by Argentina, Chile, El Salvador, Mexico and Yugoslavia, later joined by the Philippines as a co-sponsor. Under the draft resolution the General Assembly would: (1) note that the Governments of India and Pakistan had reiterated their readiness to pursue negotiations with the Government of the Union of South Africa, in accordance with the expressed desires of the United Nations; (2) note with regret that the Union Government had not yet agreed to such negotiations; (3) urge the parties concerned to enter into negotiations to facilitate a settlement of the problem and more particularly appeal to the Union Government to co-operate to that end; (4) recall also resolution 926 (X), which provided a unified programme under

the name of "Advisory services in the field of human rights"; and (5) invite the parties to report, as appropriate, jointly or separately, to the Assembly.

The draft resolution was approved by the Special Political Committee by 49 votes to none, with 11 abstentions and, on 30 January, the Assembly adopted it by 42 votes to none, with 12 abstentions (resolution 1015 (XI)).

10. The question of race conflict in South Africa resulting from the policies of *apartheid* of the Government of the Union of South Africa

On 12 September 1956, India proposed the inclusion in the provisional agenda of the eleventh session of the General Assembly of an item entitled "The question of race conflict in South Africa resulting from the policies of *apartheid* of the Government of the Union of South Africa". An accompanying memorandum stated that India felt obliged to inform the Assembly that the Union Government had paid no attention to the appeal contained in resolution 917 (X) of 6 December 1955 and had continued to pursue its policy of racial discrimination and violation of human rights. In view of the consequently deteriorating racial situation in the Union of South Africa, India requested the Assembly to give renewed consideration to the question with a view to enabling the Member States to express themselves on the issue and thereby persuade the Union to alter its policy.

Subsequently, Pakistan and Indonesia informed the Secretary-General that their Governments had also decided to sponsor the proposal.

On 15 November, the Assembly decided, by a roll-call vote of 61 votes to 8, with 7 abstentions, to include the question in its agenda and referred it to the Special Political Committee, which considered it at six meetings held between 11 and 21 January 1957. The delegation of the Union of South Africa, which had been withdrawn by the Union Government in protest against the inclusion of the item in the agenda, did not participate in the work of the Committee.

On 16 January, two draft resolutions were submitted, one by Ceylon, Greece, Haiti, Iran and Iraq, and the other by the Philippines.

On 17 January, the Committee agreed to adjourn the debate for a few days, to allow the sponsors of the two proposals to prepare a single draft resolution.

On 21 January, the representative of the Philippines introduced a substitute draft resolution co-sponsored by the six Powers. Under it, the General Assembly, *inter alia*, (1) noting that in resolution 616 B (VII) it had declared that governmental policies which were designed to perpetuate or increase discrimination were inconsistent with the Charter; (2) further noting that resolutions 395 (V), 511 (VII) and 616 A (VII) had successively affirmed that a policy of "racial segregation" (*apartheid*) was necessarily based on doctrines of racial discrimination; (3) convinced that, in a multi-racial society, harmony and respect for human rights and freedoms and the peaceful development of a unified community were best assured when patterns of legislation and practices were directed towards ensuring a legal order that would ensure equality before the law and the elimination of discrimination between all persons regardless of race, creed or colour; and (4) convinced also that a conciliatory approach in accordance with the principles of the Charter was necessary for progress towards a solution of the problem, would (5) deplore that the Union Government had not yet observed its obligations under the Charter and had pressed forward with discriminatory measures which would make the future observance of those obligations more difficult; (6) affirm its conviction that perseverance in such discriminatory policies was inconsistent not only with the Charter but with the forces of progress and international co-operation in implementing the ideals of equality, freedom and justice; (7) call upon the Union Government to reconsider its position and revise its policies in the light of its obligations and responsibilities under the Charter and in the light of the principles subscribed to and the progress achieved in other contemporary multi-racial societies; (8) invite the Union Government to co-operate in a constructive approach to the question, more particularly by its presence in the United Nations; and (9) request the Secretary-General, as appropriate, to communicate with the Union Government to carry forward the purposes of the resolution.

During the discussion, the majority of speakers supported the draft resolution and held that the United Nations had competence to deal with the question. A number of speakers praised the conciliatory tone of the proposal, but some believed that it did not go far enough. Others, although objecting to policies of discrimination in general, felt that the United Nations was not empowered to interfere in the internal affairs of the Union of South Africa on the grounds of the principle of domestic jurisdiction.

The six-Power draft resolution was approved by the Committee by 55 votes to 5, with 10 abstentions and, on 30 January, the General Assembly adopted it by 56 votes to 5, with 12 abstentions (resolution 1016 (XI)).

On 5 February, the Secretary-General transmitted the resolution to the Government of the Union of South Africa, drawing the attention of the Government to it.

11. The India-Pakistan question

(*a*) Communications from Pakistan to the Security Council

On 16 November 1956, Pakistan informed the Security Council that, according to Press reports, a Constitution, framed for the State of Jammu and Kashmir by the Srinagar Assembly, was due to come into force on 26 January 1957 and, further, that that part of the Constitution integrating the State into India would come into force on 17 November 1956. This move would nullify the Council's resolution of 30 March 1951 and the assurances given by the Indian representative at that time, and would run counter to the objective of the Council that the accession of the State to India or Pakistan should be decided by plebiscite under United Nations auspices. Any action by India aimed at integration of the State into India would constitute a violation of United Nations resolutions and a repudiation of international agreements to which India was a party, and India should be called upon to desist from such action.

On 26 November, Pakistan reported to the Council that it had now been confirmed that the action which,

according to Indian Press reports, was to be taken on 17 November 1956 by the so-called "Constituent Assembly" at Srinagar, had been taken, and requested the President to seek a clarification from the Government of India. On 2 January 1957, the Foreign Minister of Pakistan informed the Security Council that India had refused, on one pretext or another, to honour its international commitments accepted under the two resolutions of the United Nations Commission for India and Pakistan (UNCIP) dated 13 August 1948 and 5 January 1949 and, therefore, Pakistan was forced to the conclusion that continuance of direct negotiations between the two Governments held no prospect of settling the dispute. Believing that the current situation called for firm and timely action by the Council, he requested an early meeting to consider the Kashmir question.

(*b*) Consideration by the Security Council (January-February 1957)

The Security Council considered the question at fourteen meetings held between 16 January and 21 February 1957. The representative of Pakistan stated, *inter alia,* that the dispute between his country and India involved in essence the right of self-determination of the people of the State of Jammu and Kashmir. Until a plebiscite was held, he contended, the territory was neither part of India nor of Pakistan despite the *de facto* situation of Indian occupation of part of the State and the Azad Kashmir authority prevailing over the remaining portion of the State. On the basis of the two resolutions of UNCIP, which had been accepted by the parties, an international agreement bound India and Pakistan. No part of the agreement, which was an integral whole, could be used, repudiated or frozen unilaterally.

The representative of India, reviewing his Government's approach to the Kashmir problem, said that since 1 January 1948 it had been based on the following, among other considerations: the State had legally acceded to India, was a constituent unit of the Union of India, and the only authority that could legally separate the State was the sovereign parliament of India; the territorial integrity of the State was inviolable, Pakistan had aggressed against the State and must "vacate that aggression"; India stood by its commitments in the UNCIP resolutions in the light of its understanding of them and of the explanations and assurances given to it by UNCIP as regards the provisions of the resolutions; and, in view of the changed conditions, which altered the circumstances of the proposals, India could not forever regard those proposals as applicable or binding..

On 24 January, the Council adopted, by 10 votes to none, with 1 abstention (USSR), a draft resolution sponsored by Australia, Colombia, Cuba, the United Kingdom and the United States of America which, *inter alia,* recalling the Council resolutions of 21 April 1948, 3 June 1948, 14 March 1950 and 30 March 1951 and the UNCIP resolutions of 13 August 1948 and 5 January 1949, declared that the convening of a Constituent Assembly and any action it might have taken or attempt to take to determine the future shape and affiliation of the State of Jammu and Kashmir or any action taken to support such action by that Assembly would not constitute a disposition of the State in accordance with the principle enunciated in earlier resolutions.

On 20 February, the Council had before it a draft resolution sponsored by Australia, Cuba, the United Kingdom and the United States, by which the Council, *inter alia,* concerned at the lack of progress in settling the dispute and considering the importance of the demilitarization of the State of Jammu and Kashmir preparatory to the holding of a plebiscite, and noting the proposal of Pakistan for the use of a temporary United Nations force in connexion with demilitarization and believing that its use deserved consideration, would request the President of the Security Council (the representative of Sweden) to visit the sub-continent to examine with the Governments of India and Pakistan proposals which, in his opinion, would help bring about demilitarization or further the settlement of the dispute. He was directed to take into account the previous resolutions of the Council and of UNCIP and to report to the Council not later than 15 April. The draft resolution received 9 votes in favour, 1 against (USSR), and 1 abstention (Sweden) and, since the negative vote was cast by a permanent member of the Council, was not adopted. Amendments which had been proposed by Colombia and the USSR also failed of adoption.

Following the rejection of the four-Power draft resolution, Australia, the United Kingdom and the United States submitted another text, which merely recalled the Council's resolution of 24 January 1957 and its previous resolutions, and those of UNCIP and requested the President: (1) to examine with the Governments of India and Pakistan any proposals which, in his opinion, were likely to contribute towards the settlement of the dispute, having regard to the previous resolutions of the Council and of UNCIP; (2) to visit the sub-continent for this purpose; and (3) to report to the Council not later than 15 April. India and Pakistan were invited to co-operate with the President in his task. On 21 February, the three-Power draft resolution was adopted by 10 votes to none, with 1 abstention (USSR).

(*c*) Report of Mr. Gunnar Jarring, submitted in pursuance of the Council's resolution of 21 February 1957

Mr. Gunnar Jarring of Sweden visited India and Pakistan between 14 March and 11 April 1957, and in that period had a number of discussions with the two Governments. On 29 April, he submitted a report on his mission.

Mr. Jarring stated that, in view of the statements made by the representatives of India and Pakistan to the Council that their Governments had accepted the UNCIP resolutions of 13 August 1948 and 5 January 1949, he had attempted to find out what was impeding the full implementation of those two resolutions, and to find a solution for the problems that had arisen in connexion with them.

The resolution of 5 January 1949 envisaged the holding of a plebiscite to decide the accession of the State of Jammu and Kashmir to India or Pakistan. On exploring this question, Mr. Jarring had been aware of the grave problems that might arise in connexion with and as a result of a plebiscite. In consequence, he had made to both Governments a number of suggestions by which the difficulties could be met, or at least substantially mitigated, but they had not proved to be mutually acceptable.

Two factors, according to India, stood in the way of the implementation of the two UNCIP resolutions:

(1) part I of the resolution of 13 August 1948, and in particular sections B and E, had not been implemented by Pakistan and, for that reason, India had considered it premature to discuss implementing parts II and III, or implementing the resolution of 5 January 1949; (2) concerning part II of the first resolution, it was India's view that it was incumbent on the Council to express itself on what India considered to be aggression committed by Pakistan on India and equally incumbent on Pakistan "to vacate the aggression". India had argued that, prior to the fulfilment of these requirements on the part of the Council and of Pakistan, India's commitments under the resolution could not reach the operative stage.

Mr. Jarring had explained to the Government of India that the Council had properly taken cognizance of India's original complaint, and that it was not for him to say whether the Council's resolutions on the matter had been adequate or not. He had pointed out that, regardless of the merits of the present position taken by India, it could not be overlooked that India had accepted the two UNCIP resolutions.

Pakistan, for its part, had maintained that it had implemented fully and in good faith part I of the resolution of 13 August 1948, and that the time had come to proceed to the implementation of part II.

Under the circumstances, Mr. Jarring had decided that it might be appropriate to approach first the question of the implementation of part I of the first UNCIP resolution. His impression had been that India attached substantial weight to the absence of "an atmosphere favourable to the promotion of further negotiations" as envisaged in section E, and it had repeatedly stressed that the military *status quo* envisaged in section B did not obtain, owing to the policies pursued by Pakistan. In order to break the deadlock concerning part I, he had inquired of the two Governments if they would be prepared to submit to arbitration the question of whether or not part I had been implemented. What he termed arbitration was more in the nature of a determination of certain facts in question. In case the arbitrator or arbitrators found that the implementation had been incomplete, his suggestion envisaged that they would also be empowered to indicate the measures to be taken to attain full implementation. It was further envisaged that, after a given time-limit, they would determine whether the indications had been followed and implementation did obtain.

Mr. Jarring stated that while Pakistan, after a certain hesitation, had fallen in with his suggestion in principle, India had not felt that arbitation, as outlined by him, would be appropriate. India had explained that it was not against the principle of arbitration, but felt that, in the present instance, the issues in dispute were not suitable for arbitration, because such a procedure would be inconsistent with the sovereignty of Jammu and Kashmir and the rights and obligations of India in respect of this territory. India was also apprehensive that arbitration, even on an isolated part of the resolutions, might be interpreted as indicating that Pakistan had a *locus standi* in the question.

Mr. Jarring reported that, in dealing as extensively as he had done with the problem, he could not fail to take note of the concern expressed in connexion with the changing political, economic and strategic factors surrounding the whole of the Kashmir question, together with the changing pattern of power relations in West and South Asia. He added that the Council would, furthermore, be aware of the fact that the implementation of international agreements of an *ad hoc* character, if not achieved fairly speedily, might become progressively more difficult because the situation with which they were designed to cope tended to change.

Mr. Jarring concluded that, while he felt unable to report to the Council any concrete proposals which, in his opinion, were at that time likely to contribute towards a settlement of the dispute, his examination of the situation as it then obtained would indicate that, despite the deadlock, both parties were still desirous of finding a peaceful solution to the problem, and willing to co-operate with the United Nations in this regard.

As at 15 June 1957, the end of the period covered by the present annual report, the Security Council had not met again to consider this question.

12. The question of West Irian (West New Guinea)

The question of West Irian (West New Guinea) was considered at the ninth and tenth sessions of the General Assembly. At the latter session, the Assembly, by resolution 915 (X) of 16 December 1955, expressed the hope that the problem would be peacefully resolved and that the negotiations envisaged in a joint statement issued by the Governments of Indonesia and the Netherlands on 7 December 1955 would be fruitful. The joint statement had announced an agreement to discuss, among other matters, "certain problems concerning West Irian, it being understood that, with respect to sovereignty, each party maintains its own position".

Negotiations between the two Governments were held in Geneva between December 1955 and February 1956, but failed to result in an agreement.

On 8 October 1956, fifteen Asian and African States requested that the question of West Irian (West New Guinea) should be included in the agenda of the eleventh session. On 17 October, Iran joined as a co-sponsor. In an explanatory memorandum, it was stated that the failure of negotiations had not only resulted in a deterioration of the relations between Indonesia and the Netherlands, but had also affected adversely the whole complex of international relations in the area. The United Nations had a responsibility to make further efforts to find a peaceful solution of the dispute.

On 15 November, the General Assembly, by 47 votes to 18, with 14 abstentions, decided to include the item in its agenda and allocated it to the First Committee for consideration and report.

The First Committee considered the question at six meetings held between 23 and 28 February 1957. On 23 February, a thirteen-Power draft resolution was introduced whereby the Assembly would request its President to appoint a good offices commission of three members to assist in negotiations between the Governments of Indonesia and the Netherlands in order that a just and peaceful solution of the question might be achieved, in conformity with the Principles and Purposes of the Charter, and to request that commission to report to the General Assembly at its next session.

The representative of Indonesia stated that the continuance of the dispute, which he described as essen-

tially a colonial problem, had led to a deterioration of relations between Indonesia and the Netherlands. The dispute had arisen as a result of the Netherlands' attempt to withhold from the people of West Irian the freedom and independence gained by the Indonesian people. West Irian, a part of Indonesia, had been left temporarily under Netherlands administration when sovereignty over Indonesia was transferred in 1949, with the understanding that its political status would be determined within one year through negotiations. Negotiations had, however, failed because of the Netherlands' insistence on maintaining colonial rule over the territory. Indonesia was, therefore, again bringing the matter to the United Nations in order that the Organization might assist in promoting a peaceful solution.

The representative of the Netherlands argued that a discussion of the question by the General Assembly could neither promote a settlement nor improve relations between the Netherlands and Indonesia, but would only harden feelings. The Indonesian claim to West New Guinea, he contended, had no juridical basis, especially since Indonesia had, in April 1956, unilaterally abrogated all the Round Table Conference Agreements of 1949 on which the claim had earlier been based. The Indonesian Government had made it clear that the only acceptable solution was the immediate transfer to Indonesia of sovereignty over West New Guinea. The Netherlands Government was not able to undertake negotiations under these conditions. Such negotiations would not only constitute an infringement of the guarantee of territorial integrity of the Netherlands as embodied in Article 2 of the Charter, but would also be contrary to his Government's obligations to the Non-Self-Governing Territory under Article 73 of the Charter. The Netherlands had proclaimed its intention of according the inhabitants in due course the exercise of the right of self-determination, and only the rejection of all Indonesian demands for transfer of sovereignty, negotiation or mediation would serve the true interests of the people of the territory.

The representative of Australia stated that his Government had a direct interest in West New Guinea, which was adjacent to territory under Australian administration. He argued that the question did not constitute a threat to the peace but consisted solely of an Indonesian claim to territory under Netherlands sovereignty. The question could not be regarded as a remnant of a colonial problem, since the people of West New Guinea were entirely different from the peoples of Indonesia in race, religion, language, appearance and social structure. He opposed the draft resolution on the ground that it would imply an admission that Indonesia had a claim in substance, law and procedure. Negotiations could not develop out of a unilateral claim on one side and a flat rejection on the other. The circumstances were, therefore, not appropriate for the procedures suggested in the draft resolution.

The majority of the representatives who participated in the debate held the view that the United Nations should lend its good offices to assist in negotiations in order that a just and peaceful solution of the question might be achieved. They felt that it was the responsibility of the Organization to promote a peaceful solution of a dispute which impaired relations between two Member States. The draft resolution, in their view, merely proposed a procedure to promote negotiations and did not prejudge the merits of the case. It was supported as a constructive attempt to bring about an amicable settlement.

Several other representatives, opposing the draft resolution, expressed the opinion that the question concerned the interpretation of a treaty and that the legal controversy should be decided by judicial means. They felt that the establishment of a good offices commission could not serve any useful purpose in view of the attitudes of the parties concerned.

On 28 February 1957, the First Committee adopted the thirteen-Power draft resolution by a roll-call vote of 39 to 25, with 9 abstentions. Later on the same day, the General Assembly voted by roll-call on the draft resolution in plenary meeting. It received 40 votes in favour, 25 against and 13 abstentions, and was not adopted since it failed to obtain the required two-thirds majority.

13. The Korean question

(*a*) Reports of the United Nations Commission for the Unification and Rehabilitation of Korea and of the Unified Command

By resolution 910 A (X) of 29 November 1955, the General Assembly requested the Secretary-General to place the Korean question on the provisional agenda of the eleventh session.

The United Nations Commission for the Unification and Rehabilitation of Korea (UNCURK) submitted a report covering the period from 7 September 1955 to 24 August 1956. The Commission reported that a Committee consisting of the representatives of Australia, Philippines, Thailand and Turkey had, on 1 January 1956, assumed the functions and responsibilities entrusted to the Commission, which had, however, been reconvened to consider the annual report to the Assembly. Regarding its functions, the Commission stated that there had, in fact, been no basic change in the position since its last report in which it had declared that it was still unable to contribute to the realization of its fundamental objective, the unification of Korea.

The General Assembly also had before it a special report from the Unified Command, dated 15 April 1956, on the Neutral Nations Supervisory Commission (NNSC) in Korea. It was stated that, after consultations among the sixteen nations which had contributed military forces to the United Nations side in the Korean conflict, the United Nations Command, because of violations of the reinforcing, reporting, and supervision provisions of the Armistice Agreement by the communist side, and obstruction of the tasks of NNSC by the communist side and the Czechoslovak and Polish members of the Commission, had provisionally suspended, on 9 June 1956, during the time the communist side continued in default, its performance of those provisions of the Armistice Agreement governing the operations of NNSC in the area under its control. By 11 June 1956, NNSC had withdrawn its inspection teams to the Demilitarized Zone from all ports of entry in both North and South.

The Korean question was referred to the First Committee, which considered the item at seven meetings held between 3 and 8 January 1957.

On 3 January, the United States of America submitted a draft resolution providing that the First Committee should invite a representative of the Republic of Korea to participate, without the right to vote, in the discussion. The representative of India then

orally submitted an amendment thereto providing for invitations to representatives of both North and South Korea. The amendment was rejected by 40 votes to 20, with 11 abstentions, and the draft resolution was adopted by 51 votes to 10, with 12 abstentions.

During the general debate, the United States submitted a draft resolution which provided that the General Assembly, noting that the Armistice Agreement of 27 July 1953 remained in effect, would: (1) reaffirm that the objectives of the United Nations were to bring about by peaceful means the establishment of a unified, independent and democratic Korea under a representative form of government and the full restoration of international peace and security in the area; (2) urge that continuing efforts should be made to achieve those objectives in accordance with the fundamental principles for unification set forth by the nations participating in the Geneva Conference in 1954 on behalf of the United Nations and reaffirmed by the Assembly in resolutions 811 (IX) and 910 (X); and (3) call upon UNCURK to continue its work in accordance with existing Assembly resolutions and to observe and report on elections throughout Korea, and call upon all States and authorities to facilitate the Commission's activity in this regard.

The United States representative declared that efforts by the United Nations to achieve the political unification of Korea had been unsuccessful because the communist side still rejected the two fundamental principles of a Korean settlement enunciated at the Geneva Conference in 1954 and twice endorsed by the General Assembly. Instead, it had advanced various formulae for unification that would have assured to the North Korean régime a veto with regard to the formation of an unified government not under communist domination. The reinforcement provisions of the Armistice Agreement had been violated by the communists, most seriously by the introduction, without explanation, of some 750 combat aircraft into North Korea where there had been none at the time of the signing of the Agreement. The action which the United Nations Command had been compelled to take on the closely related problem of the Neutral Nations Supervisory Commission had been reported on 15 August to the United Nations.

Many supporters of the United States draft resolution expressed concern that the Organization's objectives remained unfulfilled because the North Korean authorities showed no signs of accepting the principle of genuinely free elections under United Nations supervision. Some also warned against compromise proposals for unification designed to extend communist rule in Korea.

A few took the view that, while the United Nations must insist on certain principles fundamental to unification, it need not be so rigid on the means of achieving union, since it could not impose a settlement, and the Geneva proposals should not be regarded as a final ultimatum.

The representative of the Republic of Korea expressed gratitude for the efforts of the United Nations to achieve the unification and rehabilitation of Korea, objectives not achieved because the Chinese and North Korean communists defied the authority of the Organization in Korea. The imbalance of military power as a result of the communist build-up of great military power in North Korea threatened the very existence of the Republic of Korea. The suspension of operations of NNSC fell far short of correcting the situation. All possible means—moral, political, economic and otherwise—must be mobilized to force the communists to accept the principles of the United Nations in the Korean question. He proposed, in addition to the abolition of the Armistice Agreement in order to restore freedom to South Korea and to the Unified Command to take appropriate measures for defence, the immediate removal of the armistice demarcation line and the unconditional withdrawal of the invasion forces of Communist China, and a genuinely free election in North Korea under the supervision of the United Nations in order to reunite it with the south under the Constitution of the Republic of Korea.

A number of representatives criticized as unrealistic any discussion of the Korean question in the absence of a representative of the Democratic People's Republic of Korea. They opposed the United States draft resolution because it disregarded the need for agreement between the two parties. UNCURK should be dissolved. The Korean question could be settled peacefully by the Korean people themselves and would be facilitated by the establishment of cultural and economic relations, such as the People's Republic had vainly suggested on several occasions. The representative of Poland, in particular, drew attention to the serious violation of the Armistice Agreement involved in the limitations unilaterally imposed on NNSC by the Unified Command. He denied that the Polish and Czechoslovak representatives on NNSC had hindered its work.

One representative considered that the United States draft resolution was not likely to achieve the desired objective. It limited the principle of free elections in Korea to the particular method embodied in the final declaration of the Geneva Conference, namely, that the elections should be under United Nations supervision. If the United Nations was to accomplish its task of unification by peaceful means, direct negotiations between the two sides was necessary.

On 11 January, the General Assembly adopted the draft resolution recommended by the First Committee by 57 votes to 8, with 9 abstentions (resolution 1010 A (XI)).

(*b*) Problem of ex-prisoners of the Korean war

On 5 October 1956, the representative of India transmitted the report of the Government of India on the problem of ex-prisoners of the Korean war requested in General Assembly resolution 910 B (X) of 29 November 1955.

On 7 January 1957, the representative of El Salvador introduced in the First Committee a draft resolution sponsored by Ecuador, El Salvador and Venezuela which, after revision at the suggestion of the representative of Ceylon, provided that the Assembly would express its gratitude to the Governments of India, Argentina and Brazil for their valuable co-operation in the settlement of the problem of ex-prisoners of the Korean war, and its hope that the ex-prisoners still in India would be settled in the near future through the co-operation of Member States.

The representative of India reviewed the status of the total of eighty-eight former prisoners. Two had been repatriated to China and six to North Korea;

fifty-five had been sent to Brazil and nine to Argentina in accordance with their option; sixteen remained in India—these had opted variously for Mexico, Argentina and India. He requested the Secretary-General to pursue discussions on the subject in order that there might be no further delay.

The draft resolution was approved by the First Committee on 8 January by 69 votes to none, with 9 abstentions and was adopted by the General Assembly on 11 January by 60 votes to none, with 10 abstentions (resolution 1010 B (XI)).

(*c*) United Nations Memorial Cemetery in Korea

On 15 December 1955, the Assembly adopted a draft resolution sponsored by the fourteen Member States whose forces had fought under the United Nations Command in Korea (resolution 977 (X)). Under this resolution, the Assembly decided that the cemetery at Tanggok, near Pusan, where there were the graves of approximately 2,000 men who had served under the United Nations Command, should be established and maintained as a United Nations Memorial Cemetery. It requested the Secretary-General, acting on the advice of a committee consisting of representatives of those countries whose men still lay in graves in the cemetery, to arrange the negotiation of an agreement with the Republic of Korea, in order to secure the permanent use of the site of the cemetery and to make the necessary arrangements for its establishment and maintenance; and authorized him to make appropriate provisions in the budget for this purpose.

The Minister for Foreign Affairs of the Republic of Korea had, in August 1955, advised the Secretary-General that his Government had decided to offer the ground of Tanggok cemetery to the United Nations as a tribute to the men of the United Nations who had fallen in Korea. Following the adoption of resolution 977 (X), the Secretary-General prepared for negotiation with the Republic of Korea the text of a draft agreement for the establishment and maintenance of the Memorial Cemetery. The draft text, after review by the Advisory Committee set up under the resolution, at meetings held on 22 June and 1 August 1956, was communicated to the Government of the Republic with a request for comments. Certain amendments have been suggested and, at the time of the writing of the present report, the discussions are continuing.

(*d*) Relief and rehabilitation of Korea

Report of the Agent General of the United Nations Korean Reconstruction Agency

The Agent General submitted to the General Assembly at its eleventh session a report covering the period 1 July 1955 to 30 June 1956, in which he stated that excellent progress had been made by UNKRA in fulfilling its mission of assisting the Korean people to repair the devastation caused by aggression. During the year the tempo of operations had quickened further, and activities had attained a peak level at which they would continue without abatement until the Agency's programmes had been achieved. Operations were being carried out in accordance with the desire expressed by the Assembly in resolution 920 (X), that the approved programmes should be implemented as quickly as possible and to the maximum extent within available funds.

Consideration by the General Assembly at its eleventh session

The Agent General's report was referred to the Second Committee which considered it at a meeting held on 21 November 1956. The Committee also had before it a draft resolution proposed by Australia, Belgium, Canada, the United Kingdom and the United States of America, whereby the General Assembly would: (1) commend the Agent General for the excellent progress made by the Agency in pursuing its mission of assisting the Korean people to relieve the sufferings and to repair the devastation caused by aggression; (2) commend the Agent General for the progress he had made in carrying out the desire expressed by the General Assembly in resolution 920 (X) that the approved programmes of the Agency should be expeditiously implemented to the maximum extent possible within available funds; and (3) express appreciation for the valuable and continuing assistance given to the Agency by United Nations specialized agencies and by voluntary non-governmental organizations.

The Agent General informed the Committee that the Agency had now completed, or virtually completed, its programmes in the fields of irrigation, forestry, power, transport and communications, and assistance to voluntary agencies, and a majority of the remaining projects would be finished during the calendar year 1957. Each project completed constituted concrete evidence of the interest of the United Nations in the rehabilitation of the Korean economy and the advancement of the welfare of the Korean people. However, the Republic of Korea was still faced with many economic problems, and further large scale imports would be required for the development of a viable economy. While inflation had shown signs of abatement, it continued to pose a serious threat. Nonetheless, the cumulative effects of United Nations and United States aid were now visible. Together with the vigorous and determined efforts of the Government and the Korean people, that aid had resulted in a greater degree of economic stability than at any time since 1951. The United Nations and the contributing Governments could well take pride and satisfaction in the broad and beneficial effects of the UNKRA programme on the Korean economy as a whole.

In conclusion the Agent General paid tribute to the General Assembly, to the United Nations Commission for the Unification and Rehabilitation of Korea and to the UNKRA Advisory Committee for the encouragement they had provided in carrying out a complex undertaking.

Expressing appreciation for the work of the Agency, supporters of the five-Power draft resolution pointed out that the UNKRA programme provided an excellent example of the results that international co-operation could achieve, and was proof that the United Nations had been able not only to conduct a successful collective military action but also to carry out a large-scale reconstruction effort. Attention was also drawn to the importance of the support afforded by the Korean administration, and admiration was expressed for the Korean people, who not only had had the courage to fight against the aggressor but had shown as well the determination to reconstruct their war-torn country.

The representative of the USSR, noting that some progress had been reported by the Agent General, stated that the situation in South Korea was still diffi-

cult. Describing progress in North Korea, towards which the USSR had provided assistance, he declared that both parts of the country would benefit from economic relations, which would prepare the way for political unification. An economic *rapprochement* between North and South Korea should be sought by the United Nations. The representatives of Bulgaria, Czechoslovakia and Romania similarly reported that material and technical assistance had been provided by their countries to North Korea.

After approval by the Second Committee on 21 November, the draft resolution was adopted by the General Assembly on 7 December 1957, by 54 votes to none, with 13 abstentions (resolution 1020 (XI)).

Programme of the United Nations Korean Reconstruction Agency

Project activities, which had reached a peak during the financial year 1955-56, continued at the maximum operational level throughout the year ended 15 June 1957, resulting, as the period drew to a close, in the virtual conclusion of the Agency's approved programmes. By that date, approximately $142 million had been allocated to the programmes, of the total of $147 million available to the Agency. The remainder constituted a minimum reserve against possible additional requirements for project wind-up, completion of the Agency's operations, and for general contingencies. Activities had been concluded at some 3,812 of the 4,524 project sites to which UNKRA material or technical aid had been furnished. Arrivals of machinery, supplies and equipment, and saleable commodities to support the economy and the Agency's investment projects totalled 669,000 metric tons, having a value of $90.6 million. Programmed technical assistance amounted to another $14.2 million.

Major accomplishments in the reporting period included the completion of the new worsted spinning mill and a woollen and worsted dyeing and finishing plant at Masan. Four modern cotton opening and picking units were installed at main cotton mills—a fifth unit will be installed in July 1957. This equipment, together with three other units furnished earlier by the Agency, is capable of servicing 50 per cent of the Republic of Korea's cotton spindles. The delivery of 2,100 cotton looms was completed and installation virtually concluded to increase the annual cotton cloth weaving capacity by 30 million yards. The Mungyong cement plant was carried to 87 per cent completion and the Inchon flat glass plant to 85 per cent. Rehabilitation of the second fourdrinier machine in South Korea's only operating newsprint plant—the first was completed in July 1955—was virtually finished. Work carried out on flood control projects brought protection to some 98,000 persons and 78,000 acres of land. The dredge procured for commercial exploitation of the Taechon-ni gold placer arrived; the extraction of $3.5 million worth of recoverable gold is now under way. Coal production registered still another substantial gain, owing largely to UNKRA-provided equipment and technical assistance. Additional housing units completed totalled 4,400, while some 1,200 more school classrooms were constructed. The Korean Fundamental Educational Centre opened at Suwon, the installation of equipment was completed at a vocational training centre in Seoul, and several new buildings were finished at and new equipment arrived for other vocational centres being established by the Agency in various parts of the country. The children's ward began operation at the Tongnae rehabilitation centre for the physically handicapped. In addition, another fifteen orphanages were expanded, while construction got under way and is now proceeding rapidly on the National Medical Centre in Seoul. Over 320 small businesses also were provided with financial assistance during the reporting period.

The important and highly effective technical assistance project through which the Agency has furnished the United Nations Command continuously since January 1952 with civilian technical staff for direct service in carrying out the civil assistance programme in Korea came to a successful close in June 1957. The staff has included specialists in agriculture, rural information, peat production, veterinary practices, irrigation and flood control, marine and land transportation, power, public works, nursing, sanitation, health and welfare, commerce and industry, finance, mining, educational, legal affairs, port operations and warehousing. During the last five and one half years they have provided a competent cadre of trained individuals who have at headquarters imparted a continuity to over-all civil assistance planning, and in the field have successfully carried out the Agency's programmes in the many and varied fields of assistance.

During the year just past, the measure and value of the assistance afforded by the Government of the Republic of Korea and the Korean people in carrying out this United Nations undertaking has been still further manifested. The successes which have marked the Agency's reconstruction efforts owe much to their willing and continuing contribution.

Emergency assistance for the civil population of Korea

The Emergency Relief Programme through which the United Nations Command provided extensive non-military assistance to the Korean people during the war and the period immediately following was concluded in the year ended 15 June 1957. As of that date, the grand total of pledges to the Programme by thirty-nine Member and non-member States, the non-governmental organizations and the specialized agencies amounted to $479,061,599, including $427,090,439 contributed by the United States of America. Of the total pledged, goods to the value of $474,358,896 have been received in Korea. Pledges of goods valued at $2,702,703 by Brazil and $2 million by Uruguay remained outstanding at the conclusion of the programme.

14. The question of the representation of China

On 31 October and 1 November 1956, during the first emergency special session of the General Assembly, the representatives of Poland, Albania, Bulgaria, the Byelorussian SSR, Czechoslovakia, Romania, the Ukrainian SSR and the USSR declared that China could only be represented by representatives of the People's Republic of China and that the credentials of the Kuomintang delegation should not be recognized as valid.

On 8 November 1956, the Credentials Committee of the first and second emergency special sessions accepted the credentials of the representative of China by 6 votes to 3, with no abstentions. The Assembly,

on 9 November, accepted the report of that Committee by 68 votes to none, with 1 abstention.

On 10 November, India proposed the inclusion in the agenda of the eleventh session of the question of the representation of China in the United Nations, pointing out that the procedure adopted during the past several years of placing a moratorium on the consideration of China's representation in the Organization had rendered impossible adequate discussion of that increasingly important matter.

On 14 November, however, the General Committee, by 8 votes to 5, with 1 abstention, recommended to the Assembly the adoption of a draft resolution which had been originally proposed in the Committee by the United States of America, whereby the Assembly would decide not to include the item in its agenda and not to consider, at its current session, any proposals to exclude the representatives of the Government of the Republic of China or to seat representatives of the Central People's Government of the People's Republic of China.

During the discussion of the report of the General Committee in plenary meeting on 15 and 16 November, the representative of India submitted amendments to the draft resolution, which would have had the effect of reversing the Committee's recommendations. The amendments were defeated and the draft resolution recommended by the General Committee was adopted by 47 votes to 24, with 8 abstentions.

The question of the representation of China was raised again, both in the Credentials Committee of the eleventh session and in the plenary meeting of the Assembly when the Committee's report was discussed.

On 21 February 1957, the General Assembly adopted, by 60 votes to none, with 1 abstention, the report of the Credentials Committee which stated that a draft resolution submitted by the USSR challenging the validity of the credentials of representatives of the Government of the Republic of China had been ruled out of order.

The question of the representation of China was also raised in other United Nations organs and bodies during the period covered by the present report.

15. Membership of the Security Council, the Disarmament Commission and the Peace Observation Commission

The membership of the Security Council at the beginning of the period under review was as follows: Australia, Belgium, China, Cuba, France, Iran, Peru, the Union of Soviet Socialist Republics, the United Kingdom of Great Britain and Northern Ireland, the United States of America and Yugoslavia.

At its eleventh session, the General Assembly elected the Philippines as a non-permanent member for a period of one year beginning 1 January 1957 to fill the vacancy resulting from the withdrawal of Yugoslavia from membership of the Council. It also elected Colombia, Iraq and Sweden as non-permanent members to fill vacancies resulting from the expiration, on 31 December 1956, of the terms of office of Belgium, Iran and Peru.

Corresponding changes consequently took place in the membership of the Disarmament Commission.

The Assembly, by resolution 1114 (XI) of 21 December 1956, reappointed for the calendar years 1957 and 1958 the fourteen members of the Peace Observation Commission appointed in 1954 (resolution 907 (IX)).

Chapter IV

ECONOMIC AND SOCIAL DEVELOPMENTS

A. ECONOMIC AND SOCIAL QUESTIONS

1. Economic surveys

The *World Economic Survey, 1956,* was presented to the Economic and Social Council in June 1957. In response to the Council's request in resolution 614 D (XXII) that the *Survey* should continue to focus attention upon long-term problems of general interest, part I contains a study of post-war balance-of-payments experience. In part II, recent developments in the world economy are examined. Drawing upon this analysis of both the post-war experience and the recent developments, the introduction to the *Survey* examines some problems of external disequilibrium and their relation to internal imbalance.

The *Survey* notes that, while for many of the industrial countries the problem of external balance has lost much of the critical character which it possessed in the early post-war years, it has pressed increasingly upon many of the under-developed countries. For the industrial countries, external imbalance has nevertheless often recurred, even though the domestic problem of excess aggregate demand has ceased to overshadow the economic scene. While considerable flexibility has been shown in the adaptation of output to the changing pattern of domestic and foreign demand, insufficient growth in some key industries has, perhaps, had its most important consequence in the emergence of external deficits. In many of the under-developed countries, the adaptation of resources to the changing pattern of domestic demand has been faced with much greater obstacles, and sectoral imbalance has had even more pronounced effects upon their external balances. Economic growth in the under-developed countries is heavily dependent upon rising imports of capital equipment. But the specialization of their export sectors in a narrow range of primary products and the difficulties inherent in the adaptation of resources to the changing structure of world demand have commonly restricted the ability of these countries to finance their rising demand for imports. Many under-developed countries are thus confronted with the dilemma that a rate of growth consistent with external equilibrium is likely to widen the gap between their levels of living and those of the industrial countries.

In reviewing recent economic developments, the *Survey* notes that economic activity in the industrially advanced countries of North America and western Europe continued to increase in 1956, although at a slower pace than in the previous year. Industrial investment continued to be a dynamic factor in the upswing, but housing and the consumer durable industries lost their expansive force. The advance in prices nevertheless accelerated, and a number of countries experienced some deterioration in their external balances. Restraint upon the current expansion continued to be the aim of economic policy. In the primary producing countries, the impact of changes in world commodity markets was much less decisive than in earlier years, and internal policies and events were therefore more conspicuous in shaping experience. Policies of restraint to moderate domestic demand and ease pressure on the balance of payments were widespread. In assessing the outlook for 1957, as reported in replies to the questionnaire sent by the Secretary-General in November 1956 on full employment and the balance of payments, most Governments in the developed private enterprise economies did not expect any acceleration in economic activity, but neither was any serious recession foreseen. Some under-developed countries expected that import restrictions in 1956 had raised external reserves sufficiently to permit some relaxation of these restrictions in 1957. Though a number of countries looked forward to a lessening of inflationary pressure through increasing production, much depended on favourable harvests. In the centrally planned economies, industrial production continued to expand in 1956, but generally less rapidly than in 1955. In some countries, the advance of agricultural production was also lower. Plans for 1957 were strongly influenced by supply shortages in certain key sectors. A considerable decentralization of planning and management had recently taken place.

Two reports on the Middle East were prepared for the twenty-fourth session of the Council. One, entitled *Economic Developments in the Middle East, 1955-1956,* outlined the main economic changes in the region as a whole during the two-year period, analysing the growth of production, investment and trade in Middle Eastern countries. The other, entitled *Industrialization in Egypt, Israel and Turkey: Growth and Structure of Manufacturing Industry,* was presented as a preliminary report. It is intended that this paper on industrialization will be followed by a further report dealing with wages, profits, interest and other incomes arising in industry, the various problems of cost and efficiency, and the impact of industrialization on the balance of payments.

A report entitled *Economic Developments in Africa, 1955-1956,* was also prepared for the Council, analysing economic progress in the three main regions of the Continent—North Africa, the Union of South Africa and Tropical Africa—particularly in the fields of production, investment and foreign trade. The report also

contained an extensive statistical appendix comprising some thirty tables covering important aspects of the economies of the principal African countries.

In the latter part of 1956, six United Nations economists spent periods of two months or more in the Middle East consulting government departments, collecting statistical and other data not available elsewhere and familiarizing themselves with economic developments on the spot. This field work not only resulted in an increased knowledge and understanding of Middle East economic developments, but greatly facilitated the industrialization study referred to above. The results of the above arrangement prompted its continuation in 1957. This study of economic conditions on the spot is now being extended to Africa.

2. Economic development of under-developed countries

(*a*) Financing of economic development

Special United Nations Fund for Economic Development

The Economic and Social Council, at its twenty-second session, had before it an interim report, prepared by the *Ad Hoc* Committee on the Question of the Establishment of a Special United Nations Fund for Economic Development in accordance with General Assembly resolution 923 (X) of 9 December 1955. The report consisted of a summary and analysis, and conclusions emerging therefrom, of the views submitted to the Secretary-General by forty-six Governments on the establishment of a Special Fund, its role, the nature of contributions, the initial sum to be collected, the structure of the Fund, its relationship with the United Nations and the specialized agencies, and the mechanism for the appraisal of projects.

The Council drew the Assembly's attention to the discussions held at its twenty-second session, and invited Governments which had not yet replied to the questionnaire contained in resolution 923 (X) to do so. It expressed the hope that, in the meantime, the Assembly would consider what future steps might help to promote the early establishment of the Fund.

The Assembly, at its eleventh session, by resolution 1030 (XI), requested the *Ad Hoc* Committee to undertake further functions, among which were the drawing up of different forms of legal framework on which the Special Fund might be established, the drafting of statutes and the indication of the types of projects which might be included in the programmes of such a Fund, and to prepare a supplementary report for the Council on these points, in addition to the final report previously requested by the Assembly. The Committee was further requested to append to its final report any related suggestions or proposals for the provision of economic assistance to under-developed countries under the auspices of the United Nations which Governments might wish to put forward. The membership of the Committee was increased, by resolution 1031 (XI), from sixteen to nineteen, Italy, Japan and Tunisia being the additional members appointed by the President of the General Assembly.

The *Ad Hoc* Committee held two sessions during the period under review, at the first of which it adopted the final report requested by the Assembly. This report constitutes a revision of the Committee's interim report and includes information from eleven Governments received since the first session of the Committee in May 1956. The revisions include the withdrawal of the reservations which the representatives of Poland and of the Union of Soviet Socialist Republics had earlier expressed about the conclusion contained in the interim report.

At the second session, the *Ad Hoc* Committee prepared its supplementary report to the Economic and Social Council. Part I indicates the variety of views expressed by Governments and experts on the component elements of a possible statute and sets forth the different forms of legal framework on which a Special United Nations Fund for Economic Development might be established and statutes drafted. Part II describes the types of projects referred to in the views expressed by Governments and experts which might be provided for in programmes of operations of such a Fund.

International flow of private capital

The report entitled *The International Flow of Private Capital, 1956,* prepared for submission to the Economic and Social Council at its twenty-fourth session, reveals that the international flow of private long-term capital during 1956 attained the highest level of the post-war period, rising substantially above the volume of the preceding year. In large measure this was due to greatly increased capital exports by the United States of America, but the outflow from the Federal Republic of Germany and the United Kingdom also rose. The outflow of United States capital for direct investments more than doubled, and portfolio investments, which have been made predominantly in Canada, also rose substantially, partly, it appears, in response to the widening international spread of interest rates. The strained conditions in the capital markets of several western European countries caused some reduction in the flotation of new issues for foreign account. As in past years, the capital flowing into international investment was shared by both developed and less-developed countries. The bulk of the funds absorbed by the less-developed countries continued to be directed into the extractive industries, particularly petroleum production, and included large payments for new concessions awarded. Nevertheless, a significant expansion of investments in manufacturing also appears to have occurred, primarily in Latin America. In countries which are the principal sources of private capital for foreign investment, no major changes occurred during 1956 in the framework of governmental measures affecting capital exports. In several countries, however, steps were taken in the fields of taxation and exchange control which should tend to stimulate or facilitate the export of capital. In several of the capital-importing countries, action was taken either to narrow or broaden the sectors within which private investment, including private foreign investment, may operate, and no dominant tendency was discernible. There was, on balance, a continuation of the tendency to liberalize in various ways restrictions on remittances of income and capital of non-resident investments and to provide assurances in this regard. Some countries, however, tightened restrictions on remittances, while others reduced or postponed them through administrative action in order to deal with temporary balance-of-payments difficulties.

(*b*) Industrialization and productivity

The Economic and Social Council, at its twenty-second session, approved a report containing proposals

for the implementation, in 1957 and 1958, of certain projects selected by the Secretary-General for early action. These were: a general survey of the problem of capital intensity in industry in under-developed countries; studies of capital investment in selected industries (evaluation of processes and equipment and problems of size); measures to promote small-scale industries; relationship of community development and co-operatives to the industrialization process; summary and evaluation of the experience gained under the technical assistance programme on problems of industrial management in under-developed countries; meetings on industrial management problems in under-developed countries; environmental planning; studies on techniques of economic planning; and publication of a bulletin on industrialization and productivity.

The General Assembly, at its eleventh session, expressed its satisfaction at the work done on problems of industrialization and productivity and urged that priority should continue to be given to these questions. It also drew the attention of Member States to the studies which had been and were being made so that they might use them for the benefit of their countries. The Secretary-General was requested to report to the Council at its twenty-fifth session on the organizational and administrative machinery that might be required to carry forward the work in this field.

The Council, at its twenty-third session, noted a report on the implementation of the programme of work in industrialization and productivity and looked forward to intensified implementation of the programme of work contained in the report submitted at the twenty-second session, with special attention to the needs of the Middle East and Africa, and with particular emphasis on such studies and projects as would provide practical assistance and guidance in the industrial progress of the under-developed countries. The Council requested the Secretary-General to explore, in consultation with the appropriate specialized agencies, further possibilities or organizing seminars, consultations and training centres, which would serve the practical application of the programme, and to consider the possibility of collecting available up-to-date basic economic data, including those bearing on trends, of interest to public and private agencies concerned with economic programming.

(*c*) Land reform and co-operatives

The second report on *Progress in Land Reform,* prepared by the Secretary-General in co-operation with the Food and Agriculture Organization and the International Labour Organisation, was submitted to the Economic and Social Council at its twenty-third session.

The report analysed replies from Governments to a questionnaire prepared in consultation with FAO, the ILO and the United Nations Educational, Scientific and Cultural Organization. Part I reviewed general reform policies and agrarian structure; part II described specific measures of reform covering such subjects as opportunities of ownership, land settlement, conditions of tenancy, economic holdings, agricultural credit and fiscal policy in relation to land reform; part III dealt with the impact of land reform measures on economic development; and part IV contained a brief summary of the progress achieved by Governments in land reform, and reviewed the main obstacles to land reform measures, as well as governmental recommendations for further international action. A survey of activities of the United Nations and the specialized agencies in the field of land reform was annexed to the report.

At the same time, the Secretary-General presented a report on co-operatives prepared in collaboration with FAO and the ILO. The introduction contained a brief analysis of problems of co-operative organization under the conditions existing in under-developed countries. The report contained a chapter by the ILO on the forms of assistance which might be provided by Governments and agencies in the development of co-operatives, and a chapter by FAO on the sectors suitable for the co-operative form of organization.

The Council urged Governments to continue their efforts to implement the appropriate resolutions of the Council and the General Assembly, suggested that Governments should undertake specific studies of the implementation of land reform measures and their impact on production, living standards and economic and social development, and called to the attention of Governments the availability of technical advice and assistance from the United Nations and the specialized agencies. The Council invited the Secretary-General, FAO, the ILO and other specialized agencies, in their respective fields of work for the advancement of land reform, to give particular attention to such activities as the dissemination of information regarding the experience of individual countries with national measures of land reform; the organization of seminars and training courses on institutional problems to assist in the promotion of sound national land policies; the encouragement, with the aid of technical assistance from the United Nations and the specialized agencies, of appropriate pilot projects and studies in individual countries; and the promotion, both nationally and internationally, of collaboration by institutions on research related to land reform. The Council renewed its recommendation to the International Bank for Reconstruction and Development to give sympathetic consideration to loan applications for development projects designed to implement programmes of agrarian reform. It requested the Secretary-General to keep developments in the field of land reform under review and, in collaboration with the appropriate specialized agencies, to prepare for submission to the Council in 1962 a further report on land reform.

Concerning co-operatives, the Council, at its twenty-third session, considered that priority should be given to studies and research on methods whereby the action of co-operatives in specific fields could most effectively contribute to the integrated economic and social development of under-developed areas. The Council noted that, particularly in the early stages of economic development, an inadequate understanding of the purposes and ideals of co-operatives and the lack of appropriate training for management made co-operatives difficult to establish and impaired their efficiency, and invited Governments to encourage, when appropriate, and especially in the field of agriculture and fisheries and in the general field of community development, the organization of co-operatives and to take suitable measures for the elementary and advanced training of their staff and information for their members, both in the preliminary and in the more advanced stages of their development. It also invited Governments to bear in mind that technical assistance under various programmes was available to the Governments of under-developed countries to promote the development of such co-operatives. The Council requested the Secretary-General and the specialized agencies concerned, through their regional

offices when appropriate, to give to Member States all possible assistance and advice in carrying out these activities, and in the establishment of training institutions. It further requested him to give attention, in studies for economic and social development, to the use of co-operatives as a technique for development having important social as well as economic benefits. The Council also asked that specific studies on the role of co-operatives in community development and low-cost housing programmes should be continued within the framework of programmes authorized by it at the twenty-second session. The Council recommended, further, that the ILO and FAO should continue to carry out studies on the methods which experience had shown to be most effective in the fields in which co-operatives could most usefully contribute to promote modern techniques, especially in agriculture and fisheries.

(*d*) Utilization and development of resources

Activities in respect of water resources have centered around two requests made by the Economic and Social Council in resolution 599 (XXI) of 3 May 1956, one concerning existing national hydrological services and plans and conditions for their extension, and the other relating to the administrative, economic and social implications of integrated river-basin development.

Concerning hydrological services, a questionnaire, prepared jointly by the World Meteorological Organization and the United Nations Secretariat, was addressed to the Governments of States Members of the United Nations and members of the specialized agencies. Replies to the questionnaire are now being received and processed with a view to the preparation of a report for submission to the Council at its twenty-fifth session.

A panel of seven internationally-known experts on integrated river-basin development held a meeting in January 1957. A second meeting is to take place in late November 1957 and the report of the panel will be submitted to the Council at its twenty-fifth session.

A report on the industrial uses of water is being prepared in the Secretariat and will be issued in the fall of 1957.

The third meeting of officers of the United Nations organizations concerned with the development and utilization of water resources was held in Geneva in July 1956. The meeting took up the points raised by Council resolution 599 (XXI) and a number of other problems of common interest, such as the need for more standardized water terminology and for broader statistics in the field of water resources, the question of water pollution, and the question of appropriate arrangements for ensuring the collection, analysis and dissemination of information on current development of water projects, research programmes and related activities.

In response to the Council's request at its twenty-first session that the Secretary-General, in co-operation with the specialized agencies concerned, should prepare a report on the possible applications of atomic energy, especially in the fields of power, industry and agriculture, a report entitled *Economic Applications of Atomic Energy: Power Generation and Industrial and Agricultural Uses* was prepared. This study, prepared by the United Nations with the assistance of FAO, the ILO and UNESCO, deals with possible applications of atomic energy to power production, the applications of isotopes and radiation in industry, possible applications to agriculture, some associated labour problems, and technical training facilities in relation to the applications of atomic energy. In the preparation of the report, the Governments of States members of Secretary-General's Advisory Committee on the Peaceful Uses of Atomic Energy were consulted. A detailed questionnaire, prepared with the assistance of nuclear scientists, was addressed to them and replies were received from Canada, France, the Union of Soviet Socialist Republics, the United Kingdom and the United States of America. The questionnaire and the replies thereto are included in the report as part of the supporting material. The assistance of a panel of experts nominated by the Governments of Brazil, Canada, France, the USSR, the United Kingdom and the United States was also sought to review the draft of certain parts of the report.

In implementation of the Council's resolution on non-conventional sources of energy other than the atom, also adopted at the twenty-first session, a report has been prepared entitled *New Sources of Energy and Economic Development—Solar Energy, Wind Energy, Tidal Energy, Geothermic Energy and Thermal Energy of the Seas.* In its preparation, the Secretary-General had the assistance of five specialists who were asked to write background studies on each of the new sources of energy.

The report, which is to be submitted to the Council at its twenty-fourth session, is in three parts. The first is of a general nature and consists of a comparative study of the five new sources of energy in question. The methods which have been devised to control and utilize these sources for economic purposes are briefly reviewed and their main characteristics evaluated. Next, the report examines the role which the various sources may play in the production of electric power as well as the non-electricity purposes for which they may find important applications and, finally, lines of action are suggested for developments which seem to be of greater importance. The second part of the report contains extracts from the background studies of the specialists in the form of five annexes, one on each of the sources under review. A bibliography, with brief analytical annotations, prepared by UNESCO, constitutes the third part of the report.

3. Development of international economic co-operation and the expansion of world trade

The Economic and Social Council, at its twenty-second session, again took up the question of obstacles to international trade and the means of expanding trade. It had before it a report entitled *International Machinery for Trade Co-operation,* which had been prepared in accordance with the request made by the Council at its twentieth session. The report contained a general review of existing international machinery for trade co-operation, together with a more detailed analysis of some of the organizations dealing with the promotion of international trade co-operation.

The Council urged Governments not to slacken their efforts to develop international trade, and invited them to submit comments concerning international machinery for trade co-operation. The Secretary-General has prepared an analysis of these comments for submission to the Council at its twenty-fourth session. The Council also suggested that the regional economic commissions

should study the difficulties preventing the expansion of international trade and point out obstacles that should be removed in each of their regions.

In connexion with the expansion of international trade to assist the economic development of underdeveloped countries, the Council recommended that the Governments of the more developed countries should take into account the possible effects of their trade and production policies on other economies, and that underdeveloped countries should attempt to diversify the markets for their products by the acceleration of industrialization, the development of new markets and the expansion of the range of production. The Council also emphasized the importance of statistical and analytical studies in understanding international demand for primary products. The harmful effects of violent fluctuations in the prices of primary commodities were stressed, and particular attention was paid to the relationship of such fluctuations to economic development, and to the inter-relationship between commodity trade and general economic conditions.

At its eleventh session, the General Assembly emphasized the importance of continued efforts to reduce barriers to international trade. In particular, by resolution 1027 (XI) of 20 February 1957, it urged Member States to reduce or remove trade and payments restrictions and discrimination, at the same time taking into consideration the economic development needs of the less developed countries; and to follow internal economic, monetary and fiscal policies which promote high levels of production, employment and investment, keeping in mind the relationship between such internal policies and the possibilities of expanding world trade. The Assembly also urged States Members of the United Nations and members of the specialized agencies to approve the agreement establishing the Organization for Trade Co-operation.

4. International commodity problems

Three international commodity agreements, concluded at conferences convened by the Secretary-General, came into operation during the period covered by the present report: the International Tin Agreement on 1 July 1956, a new International Wheat Agreement on 1 August 1956, and a revised International Sugar Agreement on 1 January 1957.

The International Tin Council, established under the International Tin Agreement, held its first session in London in July 1956. In the early part of 1957, the Council raised the floor of the range of prices provided for in the Agreement.

The new International Wheat Agreement was concluded at a United Nations Conference held in October 1955 and February 1956, and was largely based on the 1953 Agreement, which expired on 31 July 1956.

The United Nations Sugar Conference, 1956, which had held its first session at Headquarters in May-June 1956, met at Geneva from 4 October to 2 November for its second session. At that time, the Conference established a Protocol of Amendments to the International Sugar Agreement of 1953 and adopted four resolutions. The Protocol was to enter into force on 1 January 1957 if, by that date, Governments of countries holding 60 per cent of the votes of importing countries and 75 per cent of the votes of exporting countries had ratified, accepted or acceded to the Protocol or had acceded to the amended Agreement or had undertaken to do so as rapidly as possible under their constitutional procedures. These requirements being met, the Protocol entered into force on the date provided. The Agreement, as amended, is due to remain in force until 31 December 1958. The amendments incorporated changes in the basic tonnages for exports to the free market and a revision of the mechanism for the determination of quotas and the prices at which quotas must or may be adjusted. The resolutions included a recommendation that the International Sugar Council should pay special attention to the promotion of increased sugar consumption and consider establishing a permanent committee for this purpose.

The international agreement established at the United Nations Conference on Olive Oil held in 1955 was to enter into force on 1 October 1956 provided that the Governments of the five main producing countries and the Governments of at least two mainly importing countries had ratified it by that date. These conditions were not fulfilled and, in accordance with a resolution adopted by the Conference, a meeting of signatory Governments was convened in November 1956 to consider the situation. It was decided to explore further the possibilities of reaching an agreement and those Governments which had attended the Conference but which had not yet signed or acceded to the Agreement were invited to inform the Secretary-General whether they still considered the conclusion of such an Agreement desirable; what changes, if any, in the text of the Agreement would make it acceptable to them; and whether they would be willing to participate in a further conference to consider such suggested changes. The Secretary-General was requested to arrange a further meeting to discuss the replies received, and a second meeting of signatories to the Agreement will be held in Geneva in July 1957.

In July 1956, the attention of the Economic and Social Council was directed to the importance of the problem of instability in the prices of primary products, particularly in relation to the economies of the underdeveloped countries.

At the same session, the Council considered the annual reports of the Commission on International Commodity Trade and of the Interim Co-ordinating Committee for International Commodity Arrangements. It provided, by resolution 620 (XXII), for the continuation for the present of the existing functions of these two bodies. At the request of the Council, the records of the discussion were transmitted to the Commission, to the Interim Co-ordinating Committee and to the Food and Agriculture Organization and those bodies were asked to submit to the Council, at its twenty-fourth session, their views on any defects in the existing organizational and procedural arrangements governing their activities in the field of international commodity problems and on the co-ordination of their functions within the framework of the United Nations, together with specific suggestions for the elimination of those defects, if any.

The Commission on International Commodity Trade held its fourth and fifth sessions during the year under review—in Geneva from 28 November to 7 December 1956 and in New York from 6 to 17 May 1957. Its report has been submitted to the Council at its twenty-fourth session. The Commission has kept the current situation in international trade in primary commodities under review and, on the basis of information supplied

by the Secretary-General, has prepared chapter I of its report to the Council for use in connexion with the latter's consideration of the world economic situation. The Secretary-General, with the co-operation of the Director-General of FAO, has undertaken preparatory work on certain pilot studies designed to provide basic information on the nature and extent of fluctuations in prices and volume of trade in primary commodities.

During the period under review, eleven monthly memoranda on *Recent Commodity Developments,* and *Commodity Market Bulletin No. 3,* containing articles and notes on commodity problems, have been issued.

The Interim Co-ordinating Committee for International Commodity Arrangements met in Geneva in April 1957. Its tenth annual report to the Secretary-General, entitled *1957 Review of International Commodity Problems,* is divided into two parts: a review of inter-governmental consultations and action during the year 1956 and the early part of 1957; and a report on organizational and procedural arrangements. The Committee is responsible for co-ordination of the work of the individual commodity groups and the first part of its report includes a description of the activities of the different Councils established under the various agreements.

During the year, considerable attention has been given to the question of the possibility of using supplies of certain agricultural commodities for the establishment of a world food reserve. A report entitled *Functions of a World Food Reserve—Scope and Limitations,* prepared by FAO at the request of the General Assembly at its ninth session, was discussed by the Economic and Social Council at its twenty-second session. The Secretary-General was requested, in consultation with FAO and other appropriate organizations and experts, to report on the possibility of further national action and international co-operation to attain the Assembly's objectives, including the feasibility and manner of using food reserves for meeting unforeseeable food shortages.

During the discussion of the establishment of a world food reserve at the eleventh session of the Assembly, attention was principally devoted to the possibility of promoting through international action the use of surplus foodstuffs for the building of national food reserves. The Assembly, by resolution 1026 (XI) of 20 February 1957, asked the Secretary-General, in consultation with FAO, to analyse the possibilities of taking such action, covering certain particular aspects, such as the possible displacement of existing markets. The Secretary-General was also asked, in consultation with FAO and other agencies, to report on the desirability of establishing an inter-agency working group to study the implementation of the various proposals which had been put forward in this field. Consultations have been held with FAO and other agencies concerned, and a note has been put before the Council suggesting that it would be useful for these matters to be studied without at present formally establishing a working group.

5. Fiscal and financial problems

(*a*) Budgetary problems

Work in the budget field continues to be primarily concerned with the reclassification of budget data for fiscal policy planning and with the improvement of governmental accounting methods for purposes of budgetary purposes: (1) the development of a working model for government accounts in the form of a *Manual for the Classification of Government Accounts*; and (2) the stimulation of government interest in budget reclassification techniques and purposes through United Nations regional workshops.

During the period under review, preparations have been made for the Second Regional Workshop on Problems of Budgetary Reclassification and Management, to be held in Bangkok in September 1957. The Secretariat has undertaken a revision of the *Manual;* papers have been prepared surveying the economic and functional classifications that have been adopted in recent years by a number of countries both within and outside the region covered by the Economic Commission for Asia and the Far East, and on "performance budgeting", a method of financial reporting designed to increase administrative efficiency and facilitate project planning.

As in previous years, the United Nations *Statistical Yearbook* for 1956 contains information on public debt and on major components of government expenditures and receipts and also includes global data on cash operations of Governments.

(*b*) Tax problems

In response to General Assembly resolution 825 (IX) of 11 December 1954, a memorandum entitled "Taxation in Capital-Exporting and Capital-Importing Countries of Foreign Private Investment" was prepared and submitted to the Economic and Social Council at its twenty-second session, together with country studies on Belgium, Mexico, the Netherlands and the United States of America. This memorandum described the progress made toward the elimination of double taxation within the last ten years and reviewed the tax legislation of the capital-exporting and importing countries, with particular reference to the tax incentives to foreign investment included in this legislation. The Council commended the report and transmitted it to the General Assembly which, at its eleventh session, welcomed the progress made in eliminating international double taxation and requested the Secretary-General to complete the studies in this field.

The increased activity in the field of international tax agreements has required the preparation of three additional volumes in the series *International Tax Agreements.* Volume VI, containing the texts of fifty agreements concluded up to June 1955, was published in June 1956. Volume VII, which will include agreements concluded since June 1955, will go to press in 1957. A revision of volume V, *World Guide to International Tax Agreements,* will also be printed in 1957; it will present comprehensive information on the scope and status of all tax agreements as of 1 June 1955.

The international double taxation of copyright royalties received by authors and artists has been the object of a joint study by the United Nations and the United Nations Educational, Scientific and Cultural Organization. The preliminary results of this study were presented to the Inter-Governmental Copyright Committee at its first session in Paris in June 1956. At the Committee's request, this study is being continued, and a questionnaire was circulated to the Governments of Members in March 1957. The results of the study will be placed before the second session of the Committee, scheduled for October 1957.

The *World Tax Series*, consisting of comprehensive country reports on national tax systems and administration, was initiated in April 1957 with the publication of "Taxation in Brazil" and "Taxation in the United Kingdom". This series is being published by the Harvard Law School International Program in Taxation in consultation with the Secretariat, in response to Council resolution 378 G (XIII). A third volume on "Taxation in Mexico" is to be published in the summer of 1957.

(*c*) Financial problems

The mobilization of private capital for economic development and its channelling to productive investment has been a matter of growing interest in the United Nations. There have been increased requests for technical assistance in the field of financial policy and institutions. The work programme under way will be particularly concerned with those problems which have assumed increasing importance in connexion with technical assistance activities.

(*d*) Fiscal aspects of economic development

A report entitled *Taxation Policy and Economic Development in Central America*, prepared jointly by the Bureau of Economic Affairs of the Secretariat and the secretariat of the Economic Commission for Latin America, was issued in December 1956. This is one of a number of regional studies that have been undertaken in connexion with the Central American Economic Integration Programme. It contains a survey of the tax structures and the government expenditure patterns of the countries of the area (Costa Rica, El Salvador, Guatemala, Honduras and Nicaragua) and an appraisal of the tax measures enacted in the post-war period to meet the increasing financial needs of their development programmes. The report was submitted to the Central American Economic Co-operation Committee at its fourth meeting held in Guatemala City in February 1957; the Secretariat was requested to undertake further studies on property, income and excise taxes, fiscal incentives for investment, and on the problems of adjustment of the internal tax structures that may arise with the gradual economic integration of the area.

In continuation of the study on the taxation of agriculture and economic development, which had been undertaken jointly with the Food and Agriculture Organization, a paper was prepared on the subject with special reference to the problems of Asia and the Far East. This paper will be submitted to the third meeting of the Working Party on Economic Development and Planning to be held in Bangkok in the fall of 1957.

During the period under review, nineteen Governments received technical assistance through expert missions in fiscal and financial matters. Fiscal policy reform, improvement in tax and budget administration and aid in the establishment of financial institutions have been foremost among the objects of such expert assistance. In addition, sixty-eight fellowships and scholarships in the fiscal and financial fields were granted under the 1956 programme. A number of these fellowships have contributed to long-range training programmes designed to provide a nucleus of technicians in the fiscal and financial fields.

Requests for current information have been received from Governments, specialized agencies and non-governmental organizations. In a number of cases, Governments have consulted the Secretary-General on specific technical problems of a fiscal or financial nature.

6. International co-operation on cartography

During the year under review, substantial efforts have been made by Governments and international organizations to strengthen international co-operation on cartography, especially in areas where co-operation in this field is lagging and urgently needed basic cartographic data are still not available.

The Secretary-General has continued preparations for the second United Nations Regional Cartographic Conference for Asia and the Far East, to be held in Tokyo in October 1958.

Under the Expanded Programme of Technical Assistance, a regional seminar on topographical mapping as a means for economic development is being organized in co-operation with the Government of Iran, which has offered to act as host. The principal participants will include officials of the cartographic agencies of Iran and its immediate neighbours. The main purpose of the seminar, to be held in Teheran in October 1957, is to strengthen United Nations technical assistance in the field of cartography in the area, where several Governments have already received such assistance in developing their cartographic services.

Contacts with the national institutions of the adhering countries to the Conventions of the International Map of the World on the Millionth Scale have been increased and information on recent issues of several hundred sheets, both new sheets and revised editions, has been received from most of the publishing agencies. About three-quarters of the world is now covered by the International Map, but some of the sheets may require revision. The annual progress reports for 1955 and 1956 bring up to date information on the status of publication. In view of their highly technical nature, these reports are now being issued in a separate series, departing from the practice of last year of including such reports in the United Nations cartographic bulletin, *World Cartography*. From volume V on, this bulletin has now resumed the publication of technical studies and activity reports in the various fields of cartography.

Work on the drafting of a programme designed to achieve maximum international uniformity in the writing of geographical names continues.

7. Transport and communications

(*a*) International co-operation in transport and communications

The United Nations has continued to deal directly with certain maritime problems, inasmuch as the Convention on the Inter-Governmental Maritime Consultative Organization, concluded in Geneva in 1948, has not yet been ratified by the required number of countries and IMCO is not yet functioning. Of the twenty-one ratifications required to bring the Convention into force, only eighteen are in effect, including Italy which ratified during the period under review. On the other hand, Ecuador presented its ratification with a "decla-

ration"; this declaration has been submitted to those countries which have ratified, with a request for their views, and those which are eligible to ratify have been notified of the declaration.

Technical information about oil pollution was collected and anaysed in a report entitled *Pollution of the Sea by Oil.* This was prepared and circulated to Governments in compliance with a request of the International Conference on Pollution of the Sea by Oil (London, 1954) and a decision of the Economic and Social Council at its eighteenth session.

The subject of unification of maritime tonnage measurement has been kept under review pending the undertaking of such work by IMCO when it becomes operative. Preparations have been made for the establishment of a group of experts to analyse existing rules governing tonnage measurement and to report on the differences and apparent shortcomings of such rules.

The Committee of Experts on the Transport of Dangerous Goods, at its second session held in Geneva from 16 August to 12 September 1956, examined the comments which were made by Governments and interested international organizations on the recommendations which it had made at its first session (Geneva, 1954), and made final recommendations, under the title *Transport of Dangerous Goods—Recommendations concerning the Classification, Listing and Labelling of Dangerous Goods and Shipping Papers for such Goods.* Governments, regional economic commissions and international organizations concerned have been requested to inform the Secretary-General of the extent to which they can bring their practices into general conformity with the recommendations of the Committee of Experts. Preparations are in progress for setting up a permanent committee to complete the list of dangerous goods and keep it up to date; prepare a system of code numbers for such goods and allot the code number; pursue the task of standardizing regulations and packaging and performance tests and draw appropriate conclusions as regards labelling; and study related matters. The committee would consist of not more than nine experts made available to the Secretary-General at his request by Governments of countries interested in the international transport of dangerous goods, at their own expense. Arrangements have been made for a consultant to make a comparative study of the systems of regulations on packing, so as to make it possible for the new committee of experts to pursue the study of this subject.

In general, the Contracting States to the 1949 Convention on Road Traffic, which has now twenty-seven signatories, have accepted the recommendation of the Economic and Social Council to continue to apply until March 1960 the provision under article 24, paragraph 6, of the Convention authorizing the admission in international traffic of drivers holding documents issued under the provisions of the 1926 International Convention relative to Motor Traffic or the 1943 Convention on the Regulation of Inter-American Automotive Traffic. The Secretary-General has brought to the attention of interested Governments the resolution adopted by the Council at its twenty-third session, recommending those eligible Governments which have not already done so to ratify the Convention at an early date.

Action on other matters in the field of international road transport has included a study of the progress made by countries relative to world-wide unification of road signs and signals and of laws and regulations on licensing of motor vehicle drivers. A draft Protocol on a Uniform System of Road Signs and Signals and the Minimum Uniform Regulations for the Licensing of Motor Vehicle Drivers respectively was recommended to Governments by the Council at its nineteenth session. In order to complete the project on licensing of motor vehicle drivers, the Secretary-General has undertaken consultations with the World Health Organization with a view to revising certain recommendations relative to mental and physical fitness of applicants for drivers' permits. He has also requested information from Governments on the reciprocal recognition of domestic driving permits in international traffic.

(*b*) Facilitation of international movement of persons and goods

The Secretary-General reported to the Transport and Communications Commission at its eighth session and to the Economic and Social Council at its twenty-third session the resuts of inquiries on the implementation of the recommendations of the 1947 Meeting of Experts on Passport and Frontier Formalities, and on the development of international travel, its present increasing volume and future prospects. Replies from Governments indicate their deep interest in continuing the activities of the United Nations on problems concerning facilitation of international travel and simplification of frontier and passport formalities. In accordance with a decision of the Council at its twenty-third session, the Secretary-General will complete his report on measures taken on the development of international travel, as soon as he receives the desired information from Governments which have not yet responded to the request of the Council. With respect to the ratification of the Customs Convention on the Temporary Importation of Private Road Vehicles, the Convention concerning Customs Facilities for Touring, and the Additional Protocol thereto (1954), the Secretary-General has drawn the attention of Governments to the resolution adopted by the Council at its twenty-third session, recommending the early ratification of these instruments so as to facilitate the development of international travel through simpified customs procedures. The two Conventions require a minimum of fifteen ratifications for their entry into force; the first has so far received twelve ratifications and the second fourteen. The Additional Protocol, which entered into force on 28 June 1956 after having received the required minimum of five ratifications, has now been ratified by ten countries.

8. Statistical services of the United Nations

(*a*) Improvement of national statistics

The United Nations has continued to provide countries with assistance in many forms, ranging from the publication of methodological studies to help in the uniform implementation of the recommendations of the Statistical Commission, to the provision (under the technical assistance programme) of direct assistance by thirty-nine statistical consultants to solve specific problems in twenty-four countries. Fellowships have been awarded to twenty statisticians of fourteen countries for study abroad. Many fields of statistics have been covered, incuding general economic statistics, industry, distribution, transport, national income, population, weights and measures, sampling, quality control, statistical analysis, machine tabulation and statistical organi-

zation. The permanent Statistical Training Centre in the Philippines has continue to provide its regular programme of academic and in-service training with a steadily increasing enrolment of students.

The Inter-American Centre of Biostatistics, which was established in Santiago, Chile, in 1952 by the Government of Chile, the World Health Organization and the United Nations, has continued to operate as a regular course in the School of Public Health of Chile since the Centre was taken over from the United Nations in 1956. The final United Nations report on the Centre, corresponding to the period 1952 to 1955, has been made available in the *Statistical Papers Series.*

The Conference of European Statisticians (jointly sponsored by the Statistical Commission and the Economic Commission for Europe), held its fourth plenary meeting in the latter part of June 1956. The reports of its various working parties were discussed, and the 1956-57 work programme established. *Inter alia,* it was agreed to arrange a series of seminars dealing with specific statistical fields to enable the countries of the region to exchange information and experience. The first of these (jointly sponsored by the Government of Greece, the United Nations Technical Assistance Administration and the Statistical Office of the United Nations) took place in May 1957 in Athens, and was attended by participants from Austria, Greece, Spain and Yugoslavia. The seminar considered practical methods, techniques and tools for implementing the recommendations of the Statistical Commission on monthly, quarterly, annual and less frequent industrial statistics.

During the period under review, the working groups of the Conference have held meetings on the following subjects: agricultural censuses and surveys; population and housing censuses; data-processing electronic machines; general economic censuses; and capital consumption.

The Statistical Commission at its ninth session, and the Economic Commission for Asia and the Far East at its thirteenth session, endorsed a resolution of the Fourth Regional Conference of Statisticians of Asia and the Far East, that the Conference should be established on a permanent basis. The Fifth Regional Conference of Statisticians of Asia and the Far East which was convened in April 1957 was therefore reconstituted as the first session of the Conference of Asian Statisticians. The session (jointly conducted by the secretariat of ECAFE, the Statistical Office and the Food and Agriculture Organization), was principally devoted to the plans for the 1960 World Census of Agriculture. The necessity of standardizing definitions, concepts and methods to improve both quality and international comparability of statistical data was stressed and wide participation by countries in the region was called for. The Conference agreed upon its terms of reference and drew up a short-term programme of work comprising training, censuses of population and agriculture, use of sampling methods, and possibly capital formation and family budget inquiries. A long-term programme is to be drawn up for consideration at the next session which is to be held in fifteen to eighteen months' time.

In August 1956, the Council endorsed a recommendation of the Statistical Commission for "more adequate and more systematic arrangements for providing advisory statistical services to countries requesting such services," in view of "the necessity of strengthening the statistical work in those parts of the world where statistics are deficient, particularly in the regions covered by the ECAFE, the Economic Commission for Latin America and in the Middle East and Africa". This recommendation will be implemented by making available technicians of the Statistical Office to be located in the region and to provide assistance to the Governments of Members upon request.

(*b*) Establishment of standards

One of the most important tasks of the Statistical Office is the formulation and development of standard concepts, definitions and classifications and the achievement of uniform practices in the compilation and presentation of statistics for international purposes. It is obviously not intended to recommend that countries should use the international standards indiscriminately, but to recommend their use in certain areas where comparability is important, indeed indispensable. In other areas, assistance is provided in establishing national systems of statistics which reflect national problems, but also make it possible for countries to take account of the international standards.

The eighteen publications on standards and methods, together with the working definitions included in the *Supplement to the Monthly Bulletin of Statistics,* are being put to steadily increasing use by national Governments. This is especially true of the statistically under-developed countries. Technical literature of this type did not exist previously and the above-mentioned definitions are not only being used in government statistical work but are also used as basic texts in national and international training activities.

The number of countries which are using or have converted to the use of the *Standard International Trade Classification* (SITC) now stands at seventy-seven, and forty-two countries are using the *International Standard Classification of All Economic Activities* (ISIC) in compiling their industrial statistics. According to a recent analysis of country implementation it was learned that over fifty countries use or engage in practices consistent with the international recommendations on industrial statistics. In the field of national income, the Statistical Office distributed to the various national statistical services in 1956 the first annual *National Accounts Questionnaire* in which detailed estimates were sought for the nine principal tables in the *System of National Accounts and Supporting Tables.* From the excellent response to the questionnaire, supplemented by information obtained from correspondence with the national statistical authorities and from national source publications, the Statistical Office has assembled and analysed for publication a comprehensive set of the latest available national accounts statistics from sixty-four countries. This material appears in *Statistics of National Income and Expenditure.*

Plans for the 1960 World Population Census Programme are progressing steadily. A revised draft of the recommendations of the United Nations (embodying the comments of the Statistical Commission at its ninth session) on basic census items and their definitions has been drawn up and circulated. This revision has also been discussed and commented upon during the year by the following regional meetings: the fourth session of the Committee on the Improvement of National Statistics of the Inter-American Statistical Institute; the second session of the Working Group on Censuses of Population and Housing of the Conference

of European Statisticians; and the African Symposium of Vital and Health Statistics. The Population Commission has also considered the revised draft. Further regional meetings on the subject are planned to take place before the end of 1957. The various proposals and views of these bodies will be reconciled and integrated for presentation to the Statistical Commission at its tenth session in 1958, when final approval will be sought for the population census recommendations so that they may be distributed to countries without delay, enabling them to be considered in connexion with national population plans. The series of methodological studies which will be used as handbooks for the census programme is nearing completion.

Draft recommendations for a programme of housing censuses suitable to the needs of various countries have been drawn up and circulated in a document entitled "General Principles for a Housing Census" and a list of international and national definitions of housing units and dwellings has been compiled as a reference document. The Committee for the Improvement of National Statistics of the Inter-American Statistical Institute, as well as the Working Group on Censuses of Population and Housing of the Conference of European Statisticians, have discussed the "Principles".

At its ninth session, the Statistical Commission had called for an investigation into the changes needed in the *International Standard Industrial Classification of All Economic Activities* arising from the experience of countries which had used it in working out their national classifications. To study the changes required, the national classifications of twenty-seven countries were compared with the Classification. Based on these findings, draft revisions have been drawn up and circulated for comment to Governments and other interested bodies. A report on the subject will be made to the Statistical Commission at its tenth session. The need for the revision and clarification of some of the items of the Classification is particularly urgent in view of the forthcoming 1960 World Population Censuses and of the work on industrial and distribution statistics which is now in progress.

The work undertaken on distribution statistics has continued. The "Programme of Distribution Statistics" has been duly modified and circulated for use as a technical guide in accordance with the request of the Statistical Commission at its ninth session. In addition, a comparative study of national practices, concepts and definitions is being prepared and is destined to appear in the *Studies in Methods* series published by the Statistical Office. At the instigation of the Commission, a review of industrial inquiries carried out during the past five years has been undertaken. The results of the review, together with suggested revisions to the present international standards, will be circulated shortly in order to elicit the comments of Governments; it will then be considered by the Commission at its tenth session.

In connexion with a list of the customs areas of the world which was considered by the Commission at its 1956 session, the Secretary-General was requested to "enumerate free ports and zones, indicating where possible the magnitude of the trade of each and the extent to which trade was included in national statistics of merchandise imports or exports". A questionnaire has been circulated to Governments to gather this information which is to be incorporated into a revised edition of the "List of Customs Areas".

(*c*) Collection and publication of statistics

The Statistical Office has continued to collect and publish data in the fields of external trade, production and prices, transport, national income, population and vital statistics as well as such other special fields as were required, and has kept up to date the regional and global summary figures described in the last issue of the Secretary-General's report. The following regular annual publications were issued during the period under review: the *Statistical Yearbook, 1956*, a comprehensive compilation of the more important economic and social series; the *Demographic Yearbook, 1956*, containing the principal demographic series and featuring population census data, with special attention to economic characteristics, ethnic composition and educational statistics; and the *Yearbook of International Trade Statistics, 1955*, giving detailed annual statistics for 104 countries covering about 98 per cent of world trade.

In addition, the following publications, appearing monthly or quarterly, supplement the three *Yearbooks*, which are intended for use as basic reference books: the *Monthly Bulletin of Statistics* provides monthly statistics for over sixty subjects from 140 countries and territories and quarterly data for significant world and regional aggregates, as well as special articles describing important economic and social trends; Supplements to the *Monthly Bulletin of Statistics* are issued from time to time giving detailed definitions and explanatory notes regarding the scope, coverage and methods of compilation of the statistics which appear in the *Bulletin*; *Commodity Trade Statistics* (quarterly) contains international commodity tables according to the *Standard International Trade Classification* showing imports and exports of countries reporting according to the 150 groups of the Classification as well as summaries in terms of its ten sections; *Direction of International Trade* (monthly issues with an annual summary, published jointly by the United Nations, the International Monetary Fund and the International Bank for Reconstruction and Development), contains statistics of total exports and imports by direction for 113 countries; *Population and Vital Statistics Reports* (quarterly) contains, for more than 200 geographical units, the most recently available birth, death and infant mortality statistics, the latest population census returns, current estimates of population and world and continental population aggregates; *Statistics of National Income and Expenditure* (now issued on an annual instead of a semi-annual basis) gives estimates of national accounts aggregates, together with supporting details, for over sixty countries; and *Statistical Notes* describes current events in international statistics.

In addition to the above, the second study in a series on energy (*World Energy Supplies, 1951-1954*) has appeared and shows data for 150 countries; a study entitled *Per Capita National Product of Fifty-Five Countries: 1952-1954* has been published; and the experience of individual countries in carrying out sample surveys has continued to be recorded in *Sample Surveys of Current Interest.*

9. Regional economic activities

The Economic Commissions for Europe and for Asia and the Far East marked their tenth anniversaries during the period under review. In ECE, renewed

emphasis was placed on the Commission's responsibilities as the organ of all-European co-operation, particularly in the light of the movement towards sub-regional economic integration in Europe. Increasing attention was also given to the over-all problem of energy requirements and availabilities in Europe.

A notable development in ECAFE was the endorsement by the Commission of a statement by four riparian countries of their intention to pursue jointly, with ECAFE's Bureau of Flood Control and Water Resources Development, the study of specific projects in the lower Mekong basin relating to hydroelectric power, navigation, irrigation, drainage and flood control. The increasing importance attached by ECAFE to trade questions was reflected in its decision to replace its Committee on Industry and Trade by two separate committees, one on Trade and the other on Industry and Natural Resources.

Trade questions were also to the forefront in the deliberations of the Economic Commission for Latin America in regard to the programme of economic integration in Central America, the initiation of studies of a regional market covering the whole of Latin America to assist the growth of industries, and the examination of measures to facilitate multilateral trade and payments, especially within the region.

Both ECAFE and ECLA continued to devote a large part of their resources to questions of economic development and planning in their respective regions. All three regional commissions have maintained and increased their co-operation in various aspects of the United Nations technical assistance programme. They also revised their work programmes in the light of Economic and Social Council resolution 630 (XXII), in order to secure a heightened concentration on problems of outstanding importance for economic and social development.

(*a*) Economic Commission for Europe

The Economic Commission for Europe, at its twelfth session held in April-May 1957, adopted resolutions concerning pollution of waters in Europe; the proposal for an all-European Agreement on Economic Co-operation; the development of contacts between countries of eastern and western Europe; co-operation in the economic aspects of the peaceful uses of nuclear energy; the programme of work for 1957-1958; the tenth anniversary of the founding of ECE; and the granting of equal treatment to the three working languages of the Commission. The Commission also decided to continue the work of the *ad hoc* Working Party on Gas Problems. The Commission considered and adopted the draft programme of work of its subsidiary bodies and its secretariat for 1957-1958.

In connexion with the discussion of Economic and Social Council resolution 630 A I (XXII), the Commission requested its subsidiary organs to bear this resolution in mind when formulating their future programmes of work and drew their attention to a note by the Executive Secretary on the question. It expressed appreciation of the efforts made by Governments and by the secretariat to achieve co-ordination and concentration.

The Commission also considered a proposal of the Union of Soviet Socialist Republics for the further development of co-operation between European States; the question of inter-regional trade consultations; and the economic situation in Europe.

The Commission did not adopt a draft resolution submitted by Czechoslovakia proposing that the Executive Secretary, in consultation with the Governments of countries members of the Commission, and in collaboration with the competent committees, should make a further study of the proposal for an all-European agreement on economic co-operation within the framework of ECE, and of any new proposals which might be submitted later concerning problems of all-European economic co-operation.

Several delegations pointed out that the question of the status in the Commission of the German Democratic Republic was still unsettled, and needed to be resolved by enabling the latter to attend plenary sessions in a consultative capacity under article 8 of the Commission's terms of reference. Other Governments were opposed to any change in the status of the eastern zone of Germany in ECE, which was governed by article 10 of the terms of reference. It was agreed to convey the views expressed to the Council in the Commission's annual report.

The Commission unanimously adopted a vote of thanks to its first Executive Secretary after many delegations had expressed appreciation of his work and best wishes for his future.

The ECE secretariat continued to maintain close co-operation with a number of specialized agencies, as well as with inter-governmental and non-governmental organizations. Working contacts were maintained with the staff of the Council of Europe, the Council for Mutual Economic Assistance, the Danube Commission in Budapest, the European Conference of Ministers of Transport, the High Authority of the European Coal and Steel Community and the Organization for European Economic Co-operation.

Agriculture

The Committee on Agricultural Problems continued to review regularly the short-term market outlook and long-term prospects for a number of commodities, and embarked on a study of factors affecting the demand for some of these.

The Committee's subsidiary bodies carried forward their work on the establishment of standard conditions of sale for cereals and citrus fruit and the standardization of quality control of certain perishable foodstuffs, and on problems relating to the mechanization of agriculture.

Coal

The Coal Committee commenced a study of long-term fuel policies of European countries and established a procedure for the exchange of information on efforts to improve methods of coal production. The Coal Trade Sub-Committee continued its regular quarterly review of the coal and coke market situation.

The Utilization Working Party considered such questions as district heating and the widening of the range of coals suitable for carbonization purposes.

The Classification Working Party finalized the classification system of hard coals by type and continued work on international classification systems for high temperature coke and brown coals.

Gas

The *ad hoc* Working Party on Gas Problems held two meetings and studied such questions as improvement of the flexibility of supply and demand for gas; the production, transport, distribution and utilization of natural gas, legal problems involved in the long-distance transmission of gas by international gas pipelines; and improvement of gas statistics. An *Annual Bulletin of Gas Statistics for Europe* was published for the first time.

Electric power

The Committee on Electric Power continued to review Europe's electric power situation. The regular publication of electric energy statistics of all European countries was started, and a study of new possibilities of electric power exchanges between countries of central and south-eastern Europe prepared. A meeting of experts considered the prospects of reducing construction costs for hydro-power stations. In connexion with hydroelectric construction resources, the Committee adopted a recommendation concerning temperature measurements on rivers of common interest. Work continued on rural electrification. An international company has been set up, composed of undertakings in Austria, the Federal Republic of Germany, Italy and Yugoslavia, to carry out projects for the export of electric power from Yugoslavia within the Yougelexport scheme.

Housing

The Housing Committee considered the current housing situation, including questions of private financing of housing and co-operative housing, on the basis of a secretariat survey. It discussed such problems as the clearance of dwellings unfit for human habitation; the organization and methods of housing management and training therein; and the formulation of house-building programmes. An inquiry was made into government policies in regard to the cost of building, with particular reference to the industrialization of house-building processes. Members of the Committee took part in a study trip to Austria.

Industry and materials

The *ad hoc* Working Party on Contract Practices in Engineering established two sets of General Conditions for the Supply and Erection of Plant and Machinery for Import and Export, and discussed the possibility of framing general conditions concerned solely with the erection of plant and machinery.

The *ad hoc* Working Party on Agricultural Machinery examined a series of preliminary reports on aspects of farm mechanization, exchange of documentary information, and the classification and standardization of agricultural machinery.

Two rapporteurs, from the USSR and the United Kingdom respectively, began work on a report on the economic implications of automation in the region.

Transport

The Inland Transport Committee carried forward work on conventions in the fields of rail, road and inland waterway transport. The European Agreement concerning the International Carriage of Dangerous Goods by Road was approved and opened for signature. Work is continuing on an analogous agreement covering inland water transport. A draft convention exempting railway administrations from payment of duties and taxes on spare parts used abroad to repair standard wagons was opened for signature. An agreement on the international transport of perishable foodstuffs by land is expected to be signed shortly.

The Committee also dealt with technical problems in the field of rail transport, investigated various types of rail-road combined equipment, and continued its studies on rail tariffs.

Steel

Review of the steel market continued to be a principal preoccupation of the Steel Committee. The Committee considered long-term perspectives of the steel industry, and the demand prospects of some of the more important steel-consuming sectors. A study entitled "Steel and Its Alternatives" was completed. Studies were made on railway material and wire and wire products. A *Directory of National Organizations in Europe and the United States and International Organizations concerned with Iron and Steel* and a report entitled "Advances in Steel Technology" were prepared.

Timber

The Timber Committee reviewed the European market situation for softwood, pulpwood and pitprops, and requested that an appraisal of the sawn hardwood market should be undertaken. Special import-export problems of individual countries and trends in the utilization of wood and its products in housing were also considered.

Two joint FAO/ECE bodies, the Committee on Forest Working Techniques and the Training of Forest Workers and the Working Party on Forest and Forest Product Statistics, continued their work. Exchange visits and study tours were arranged in connexion with the Joint Committee, which also collaborated with the International Labour Organization in its scholarship scheme for exchange of forestry teaching personnel.

Trade

The Committee on the Development of Trade reviewed progress in east-west trade and considered possibilities for its expansion. Special attention was devoted to questions of elimination of restrictions on imports and exports and of removal of administrative and other barriers to trade. The Committee also discussed the improvement of techniques of intra-European trade; multilateralization of payments; international fairs and shows; arbitration; and the standardization of general conditions of sale.

The fourth Consultation of Experts on East-West Trade was held in conjunction with the Committee's session.

On the basis of the Executive Secretary's consultations with Governments, a regular procedure for voluntary multilateral compensation of balances arising under bilateral agreements is to be put into effect as from 1 July 1957.

Other work

The secretariat maintained its co-operation with the United Nations Technical Assistance Administration. The TAA/ECE in-service training programme for young European economists was continued. The secretariat also collaborated with TAA in specific projects concerning, in the main, countries of southern Europe.

The Conference of European Statisticians considered reports of its working groups on distribution statistics, statistics of fixed capital formation, indicators of short-term economic changes and statistics of higher education and graduate employment. It received reports from specialized agencies and other organizations on agricultural statistics, statistics of labour and living conditions and statistics of the causes of death. The Conference made specific suggestions regarding the statistical activities of various ECE committees.

Several questions of special interest to the countries of southern Europe, in the fields of electric power, housing, inland transport, steel and foreign trade, were considered by the relevant ECE committees.

At the request of the Commission, the Executive Secretary convened a Consultation of Experts on the Pollution of Waters in Europe.

The secretariat continued publication of periodic surveys and reviews, including the *Quarterly Economic Bulletin for Europe* and the *Annual Economic Survey of Europe* and a series of statistical bulletins.

(*b*) Economic Commission for Asia and the Far East

The Economic Commission for Asia and the Far East held its thirteenth session at Bangkok in March 1957. This being its tenth anniversary, the Commission reviewed its work over the past ten years, and decided to reorient its work programme in order to achieve further concentration of effort on major and long-term problems, especially relating to economic development and planning, industrialization, development of resources, and population problems of the region. It adopted resolutions concerning regional studies of demographic trends, the establishment of a Conference of Asian Statisticians, and land settlement, and decided to set up a Committee on Trade and a Committee on Industry and Natural Resources in place of the Committee on Industry and Trade.

Close co-operation with specialized agencies continued. A number of non-governmental organizations made liaison arrangements with the secretariat in regard to work on tourism, commercial arbitration, standardization and geological mapping.

Economic development and planning

The Working Party on Economic Development and Planning reviewed the whole range of development policies and means of implementing development programmes in Asian countries. Its report and related documentation were published in the *Ecoonmic Bulletin for Asia and the Far East*. The Working Party decided that, at its next session, it would examine, in collaboration with FAO, the problems and techniques of agricultural development planning and implementation in relation to economic development as a whole, particularly industrialization.

The Division of Social Affairs, established in the ECAFE secretariat under the plan approved by the General Assembly in 1954, co-operated in regard to the social aspects of economic and industrial development, urbanization and housing.

A programme of work on regional demographic studies was formulated and the Commission decided that a study of the relationship between population growth and economic development should be undertaken.

Economic Survey and the Economic Bulletin

The *Economic Survey of Asia and the Far East, 1956* examined the current economic situation of the region and analysed the problems of economic development, production, trade, finance and prices of individual countries. Publication of the *Economic Bulletin for Asia and the Far East* continued.

Industry and trade

Industry

The Sub-Committee on Mineral Resources Development reviewed progress in mineral production; development of mining; mining legislation; aerial surveys; preparation of a regional geological map; formulation of standard coal classification; and problems of fuel economy.

Under the sponsorship of ECAFE and TAA, a group of electric power experts from Asia visited the USSR, Sweden, the United Kingdom, France, Western Germany, Czechoslovakia and the United States of America. The group studied and made recommendations on technological and other aspects of the design and operation of modern power plants. It also visited atomic power stations and research establishments.

The Working Party on Housing and Building Materials examined the housing conditions and problems of the region and recommended legislative, financial and organizational measures for strengthening national housing efforts. It established advisory committees for the two Regional Housing Centres in India and Indonesia.

The ECAFE/ILO/UNESCO inter-secretariat Working Party on Trained Personnel for Economic Development reviewed progress in manpower planning and budgeting. It examined training needs for the development of mineral resources, electric power and small-scale industries; problems of management training in private and public enterprises; and schemes for the exchange of visits by trained personnel. It recommended that ECAFE's technical subsidiary bodies should continue to review these problems.

The Sub-Committee on Iron and Steel noted the progress of the iron and steel industry in the region as reviewed in the Secretariat's *Iron and Steel Bulletin* and report on plans and problems of the industry. It examined various technical and economic aspects of the industry; steel consumption trends and outlook for demand in the region; and facilities for training personnel.

The Committee on Industry and Trade reviewed the activities of its subsidiary bodies and the secretariat relating to small-scale and cottage industries; mineral resources development; electric power; the iron and steel industry; housing and building materials; industrial development; and training. It decided to convene a working group of experts to assess the hydro-electric potential of countries of the region. It emphasized the importance of geological and mineral maps; the exchange of information on oil-bearing areas, petroleum geology, conventional and non-conventional sources of fuel; and sound mining legislation for developing the mineral resources of the region. For implementing housing programmes, it suggested an early revision of land acquisition laws, building codes and

taxation. It stressed the need for developing facilities for training, for small-scale as well as modern large-scale industries.

Trade

The Sub-Committee on Trade reviewed current trade developments and policies. It noted measures taken to liberalize trade and the increased flow of economic aid from outside the region and paid special attention to obstacles in the way of expansion of international trade. It also considered problems of ocean freight rates, availability of shipping and related facilities in the region, and transit trade of land-locked countries. Trade promotion measures—including international fairs and exhibitions, market surveys, training of trade promotion personnel and commercial arbitration—were discussed.

The Committee on Industry and Trade emphasized the importance of promoting intra-regional trade and recommended that a study should be made, in co-operation with the secretariats of ECE and the Interim Commission for the International Trade Organization, of the effects on the trade of ECAFE countries of plans for development of intra-regional trade and economic integration in Europe. It decided to convene a working party of experts on customs procedures and formalities in co-operation with the ICITO secretariat and the Customs Co-operation Council. It also decided to continue to review the shipping problems and difficulties of countries of the region.

Inland transport

The ECAFE/FAO Working Party on Railway Track (Wooden) Sleepers discussed measures to remedy the increasing scarcity in the region of acceptable types of sleepers, and made a number of recommendations.

The Convention regarding the Measurement and Registration of Vessels employed in Inland Navigation was signed at Bangkok on 22 June 1956 by representatives of the Governments of Cambodia, the Republic of China, Indonesia, Laos, Thailand and the Republic of Viet-Nam and is open for accession by other States. The "Uniform System of Buoys and Shore Marks for Asia and the Far East", recommended by the Inland Waterways Sub-Committee, was gradually being introduced in member countries. The ILO-ECAFE regional training centre for diesel marine mechanics completed its first course and commenced its second course.

The Inland Transport Committee reviewed activities in the field of railways, highways, inland waterways and telecommunications. It formulated general principles and methods of calculating comparative costs for various means of transport, for use by countries in planning their transport systems on a co-ordinated basis, and made recommendations on refrigerator inland transport. It adopted a resolution requesting that a study should be made, in co-operation with the International Telecommunication Union and TAA, of regional and national telecommunication requirements and that, subsequently, a conference of member and associate member Governments should be convened jointly by ECAFE and ITU to formulate recommendations for further action.

On completion of the secretariat's studies of engineering and traffic aspects of highway safety, a Seminar on Highway Safety was convened which was attended by experts from Governments and from technical and professional organizations.

Food and agriculture

The ECAFE/FAO Agriculture Division continued its review of current developments and its work on agricultural price policies and agricultural development and planning. The results of its study of prices and income elasticity of demand for rice and other cereals were made available to the Consultative Sub-committee on Economic Aspects of Rice of the FAO Committee on Commodity Problems. The joint FAO/ECAFE Centre on Agricultural Financing and Credit examined problems of development finance, rural savings, agricultural credit systems, financing of marketing, financial aspects of land settlement and land reforms, and financial problems of smallholders.

Flood control and development of water resources

A reconnaissance survey of the lower basin of the Mekong River was carried out by a team of experts. The report identified several technically feasible and economically promising projects at sites on the main stream. At ECAFE's thirteenth session, a joint statement was submitted by the delegations of the four riparian countries, Cambodia, Laos, Thailand and the Republic of Viet-Nam and was endorsed by the Commission. At a subsequent meeting of technical experts of the four countries, three projects were selected for detailed priority investigation, and the Executive Secretary was requested to explore the availability of assistance from the United Nations and interested specialized agencies as well as from Governments. Recognizing the interdependence of the projects and the need for co-ordinated action for the integrated development of the lower Mekong basin, the meeting recommended the establishment of a committee for co-ordination of investigations, composed of representatives from each riparian country—this committee to be under the auspices of the United Nations, represented by ECAFE and to be serviced by the ECAFE secretariat.

A *Survey of Water Resources Development in Burma, Pakistan and India* and a *Glossary of Hydrologic Terms used in Asia and the Far East* were published. A study of major deficiencies in hydrological data was undertaken jointly with the World Meteorological Organization. Problems of organization for the planning, execution and operation of river basin projects were studied, and preparations were made for the Third Regional Conference on Water Resources Development.

Statistics

In addition to maintaining and compiling various basic statistical series for the quarterly *Economic Bulletin for Asia and the Far East*, the secretariat published a "Guide to Asian Statistics" and a study of the statistical organization and activities in countries of the region. A study of methods of estimating capital formation in the ECAFE region was undertaken. The first session of the Conference of Asian Statisticians, convened in April 1957 in co-operation with FAO, recommended various steps to improve the quality and international comparability of statistics, to be borne in mind in the implementation of the FAO programme for 1960 world censuses of agriculture.

Advisory and technical assistance services

The ECAFE secretariat continued to render advisory and technical assistance services to Governments in connexion with the Commission's work programme and in co-operation with TAA and the specialized agencies. The dissemination and exchange of scientific and technical information was promoted through the publication of journals and periodicals and the organization of, or participation in, exhibitions, visual demonstrations, study tours and laboratory tests. Advisory services were provided in a number of economic and technical fields. The secretariat continued to help in the formulation of requests for technical assistance, and to assist TAA in regard to the recruitment and briefing of experts and with comments on experts' reports.

(*c*) Economic Commission for Latin America

The Economic Commission for Latin America held its seventh session at La Paz from 15 to 29 May 1957. It reviewed and revised its work programme so as to achieve greater concentration on major and long-term questions. The keen interest of the Commission in finding solutions to practical problems of economic policy was reflected in its recommendations to Governments and its requests for studies by the secretariat. It was evident that most Latin American countries were seeking a combination of public and private efforts in implementing their programmes and policies of economic development. In some cases, the point of departure had been studies of development problems and prospects, using a technique of analysis evolved by the ECLA secretariat. This technique is basically a method of analysis designed to provide an integrated and dynamic picture of the economic process and an approximate estimate of the consequences of adopting, or failing to adopt, certain measures at the appropriate time. It constitutes the first phase of programming economic development and serves as a guide in the formulation of economic policy. Such policy may differ widely from one country to another, according to whether the dynamic growth factor, which in Latin America is based on the export sector, is powerful or weak. The country studies so far carried out by the secretariat—for Brazil, Colombia, Bolivia, Argentina and Mexico—have dealt with both extremes and have therefore helped in providing a better understanding of the over-all problems of Latin America's development.

Activities in the field of general economic development

The discussions on this subject covered a number of topics for which there was an evident need to establish more satisfactory guiding principles. One such topic concerned the diagnosis of development problems, on lines compatible with both external and internal equilibrium, in a programme or integrated policy in which public and private projects in each sector are properly evaluated and an appropriate inter-relationship maintained between them. The experience acquired by the secretariat in the course of its work has enabled it to render advisory services at the request of Governments. A tendency has been noted for development projects to be considered in isolation and without due regard to their more general effects and particularly to their relation to other projects. In this connexion, it was felt that the ECLA/TAA "Manual on Economic Development Projects" would prove of value in improving the preparation and evaluation of specific projects.

It was noted that, in many Latin American countries, efforts to co-ordinate short-term and long-term policies had involved focusing attention on methods of dealing with inflation. Full scale anti-inflationary campaigns had been launched, but sometimes at the cost of reducing production and employment in countries where export proceeds or the flow of foreign capital had been insufficient to provide the volume of goods and services, especially essential imports, necessary to ensure the continued progress of the economy.

The secretariat published the fourth volume of its series, *Analyses and Projections of Economic Development*, the "Economic Development of Bolivia" and approached completion of the fifth volume, the "Economic Development of Argentina". It also prepared a special study, "External Disequilibrium in Latin America's Economic Development: The Case of Mexico".

Regular annual courses were continued under the joint ECLA/TAA Economic Development Training Programme. In addition, a second intensive course for economists and government officials was held at Rio de Janeiro at the end of 1956, and similar courses are planned to be held in Rio de Janeiro and Caracas in August and September 1957, respectively.

International trade and finance

Concurrently with its examination of development problems, the Commission continued its efforts to strengthen regional economic bonds. The ECLA Trade Committee, which held its first session in November 1956, decided that certain studies should be undertaken with this end in view. The efforts of the Committee to remove the obstacles created by bilateralism in Latin American payments agreements constitute a first step in this direction, and the Commission took note of a report on a multilateral payments system prepared for the Committee by a working group of representatives of Central Banks in Latin America. At the same time, it observed that prospects were being opened up by other means for broadening the Latin American regional market and that it was already possible to envisage the growth of certain industries on the basis of a multilateral regional market.

The Commission noted with satisfaction the progress in the direction of greater economic integration achieved by the Central American Economic Co-operation Committee, whose members are the Ministers of Economy of the Central American republics. In regard both to measures of trade policy and to the preparation of projects for integrated industrial development, the Central American programme indicates the basic problems which will have to be faced in the establishment of a regional market embracing other Latin American countries. The Commission devoted considerable attention to the question of the western European common market, with special emphasis on its possible impact on the foreign trade of Latin America. Note was taken of a preliminary study by the secretariat on this subject and the secretariat was requested to continue its analysis of the process of economic integration in Europe and other regions with particular reference to its bearing on Latin America.

Industry studies

Many delegations at the seventh session of the Commission expressed satisfaction with the high technical level and practical value of the conclusions of the Latin American Meeting of Experts on Steel Making and Transforming Industries. This meeting, organized jointly by ECLA, TAA and the Associação Brasileira de Metais, was held at São Paulo in October 1956, and was attended by 213 experts from Latin America and sixty-seven experts from other parts of the world. The participants included representatives of the International Labour Organisation, the High Authority of the European Coal and Steel Community and the Inter-Governmental Committee for European Migration. The ninety-nine papers submitted to the meeting covered many aspects of iron and steel making and transforming processes, problems of training personnel, and questions relating to the development of Latin America's mechanical and metallurgical industries. In addition to papers presented by the ECLA secretariat and its consultants, papers were submitted by ECAFE, the ILO, UNESCO and the High Authority of the European Coal and Steel Community, as well as by research institutions, professional associations, individual experts, and industrial firms from both within and outside Latin America.

After considering the report of the meeting, the Commission recommended that the secretariat, in co-operation with TAA, should continue its studies in this field within its available resources. When the progress of these studies provided sufficient justification, the secretariat, in co-operation with governments, TAA and specialized agencies, should convene a meeting of experts to consider the studies and suggest such modifications of the work programme as might seem desirable.

In the light of a recommendation of the São Paulo meeting, the Government of Brazil made funds available to ECLA for the preparation of a study on the motor vehicle industry in Brazil. The first phase of this study was completed in June 1957 and, taking into account its findings, the Government of Brazil requested the secrearíat to proceed with the second phase of the study.

The joint ECLA/FAO/TAA Pulp and Paper Advisory Group completed the studies requested by the Governments of Argentina and Chile and undertook a similar study in Peru. The Group also received requests to make studies of the pulp and paper industry in Colombia and Mexico.

At the request of the Government of Peru, a mission is at present studying the status and structure of industry in that country and the prospects for its development. The field work in regard to some aspects of this study was completed in June 1957.

Agriculture

The Commission noted that one of the urgent problems faced by many Latin American countries was the relative under-development of the agricultural and livestock sector in regard to technology and production. Not only in some cases was little incentive provided by foreign markets, but also it often happened that internal measures resulted in the income and savings from agriculture being transferred to other sectors of the economy, notably industry and services. Under the ECLA/FAO joint programme, special attention is being paid to these problems, particularly in the over-all country studies on economic development.

Work continued on the study of coffee trends and productivity; the report on El Salvador was published and the report on Colombia was scheduled for completion in the second half of 1957. A comprehensive study on wheat production was prepared by the secretariat as a supplement to the study on the "Economic Development of Brazil". Work on a study of livestock production in Latin America has started with research in Argentina, and this section of the study will form part of the over-all study on the "Economic Development of Argentina". A study on the influence of price policy on the agricultural and livestock production of the region is nearing completion.

Technical assistance for economic development

The Commission considered its role in the United Nations technical assistance programme, and the Latin American delegations expressed the view that the experimental decentralization of TAA was already showing a positive balance of benefits for the countries receiving technical assistance. The Commission, with two delegations abstaining, adopted a resolution expressing gratitude to the General Assembly for having authorized the experimental decentralization of TAA services, and interest in the continuation of the experiment which, it considered, had already resulted in a considerable increase in the efficiency of the technical assistance programme in Latin America.

10. Human rights

(*a*) Draft International Covenants on Human Rights

The General Assembly, at its eleventh session, instructed its Third Committee to continue its examination of the draft Covenants on Human Rights. Having approved the preamble and article 1 (on the right of self-determination) of both Covenants the year before, the Committee decided first to give consideration to the substantive articles of the draft Covenant on Economic, Social and Cultural Rights and then to the substantive articles of the draft Covenant on Civil and Political Rights. Upon the adoption of the substantive articles of both Covenants, the general provisions of each Covenant would be taken up.

The texts of article 6 (right to work); article 7 (right to just and favourable conditions of work); article 8 (trade union rights); article 9 (right to social security); article 10 (rights relating to the family, motherhood and childhood); combined articles 11 and 12 (right to an adequate standard of living); and article 13 (right to health) of the draft Covenant on Economic, Social and Cultural Rights were adopted by the Committee.

The General Assembly decided that the Third Committee should devote enough time to its discussion of the draft Covenants on Human Rights to be able to complete its consideration of the draft Covenants if possible by the end of the thirteenth session of the Assembly, for adoption by the Assembly at that session.

(*b*) Interim measures, pending entry into force of the Covenants on Human Rights, to be taken with respect to violations of human rights

The question whether, pending entry into force of the Covenants on Human Rights, the United Nations might not take interim measures with respect to violations of the human rights set forth in the Charter of the United Nations and the Universal Declaration of Human Rights, was included in the agenda of the eleventh session of the General Assembly, at the request of Greece.

During discussion of the item in the Third Committee, it was proposed that the General Assembly should request the Commission on Human Rights to consider the possibility of establishing a committee to examine any complaint made by a Member State against another Member State concerning violations of human rights. It was also proposed that the Commission should be requested to consider the possibility of appointing a high commissioner or establishing a special organ to receive or deal directly with individual petitions concerning violations of human rights. These proposals were not accepted, it being argued that, pending the entry into force of the Covenants on Human Rights, there were no legal rules to govern the activities of such a committee or high commissioner, and that, under its terms of reference, the Commission on Human Rights had itself denied its competence to take any action in regard to complaints concerning human rights.

The General Assembly decided to transmit to the Commission the official records and other documents relating to the question of interim measures to be taken with respect to violations of human rights.

(*c*) Reports and studies on human rights

On the recommendation of the Commission on Human Rights, the Economic and Social Council, at its twenty-second session, approved two new projects in the field of human rights: triennial reports on human rights, and studies of specific rights or groups of rights.

Under the first project, States Members of the United Nations and of the specialized agencies were requested to report, every three years, on the developments and progress achieved in the field of human rights and on measures taken to safeguard human liberty in their metropolitan areas and Non-Self-Governing and Trust Territories. The reports were to deal with the rights enumerated in the Universal Declaration of Human Rights and with the right of self-determination, and to supplement information furnished for publication in the *Yearbook on Human Rights* and to make reference to relevant parts of reports already submitted to any United Nations organ or any specialized agency. The specialized agencies were also invited to report on rights coming within their purview. The first reports were to cover the years 1954, 1955 and 1956, and the Secretary-General's summary of them was to be submitted to the Commission at its fourteenth session in 1958. The Commission was to consider the reports and to transmit to the Council such comments, conclusions and recommendations of an objective and general character as it deemed appropriate.

Under the second project, the Commission was to make studies of specific rights or groups of rights. The Council approved, as the first subject of study, the right set forth in article 9 of the Universal Declaration, namely, the right of everyone to be free from arbitrary arrest, detention and exile. Governments were requested to submit information on the subject, and specialized agencies and non-governmental organizations were requested to co-operate in carrying out the study. At its twelfth session in 1956, the Commission had appointed a committee of four of its members, namely, Chile, Norway, Pakistan and the Philippines, to prepare the study. This Committee submitted a preliminary report to the thirteenth session in 1957 dealing with the collection of material for the study and indicated to what extent information had been forthcoming from Governments, specialized agencies and non-governmental organizations, and containing certain preliminary observations on the general approach to the study. The Committee stated that so far as "arrest" and "detention" were concerned, the study might essentially deal with the conditions under which a person might be deprived of his liberty, the procedures governing the same, and the procedural safeguards, or remedies, against such deprivation wherever it might be considered arbitrary. As regards "exile", the study might require consideration of both procedural and substantive laws. The Committee, however, emphasized that it was not prepared at that stage to make any final determination of the precise scope of the study. The Commission took note of the Committee's preliminary report. It elected Argentina and Ceylon as members of the Committee to replace Chile and Pakistan, which had ceased to be members of the Commission.

(*d*) Advisory services in the field of human rights

Following the establishment, under General Assembly resolution 926 (X) of 14 December 1955, of a programme of advisory services in the field of human rights, the Commission on Human Rights, at its twelfth session, requested the Secretary-General to explore the desirability of holding seminars on human rights, especially with regard to the prevention of discrimination and protection of minorities. At its tenth session in 1956 the Commission on the Status of Women also requested the Secretary-General to explore the possibility of holding seminars on civic responsibilities and increased participation of women in public life. At its twenty-first session, the Council asked the Secretary-General to undertake seminars, preferably on a regional basis, along the lines suggested by the two Commissions, and the Secretary-General accordingly addressed a note to Member States suggesting that they give consideration to the following topics for seminars: (1) techniques for preventing and combating racial discrimination; (2) civic responsibilities and increased participation of women in public life; and (3) protection of human rights in the administration of criminal justice. Governments were asked whether they would be interested in sponsoring a seminar and acting as host country.

In order to explore the possibility of holding a seminar on topic (2), the Secretary-General convened a working group which met in Bangkok in October 1956. The group consisted of experts from Burma, Ceylon, India, Indonesia, Laos, Pakistan and Thailand. It recommended that an Asian seminar, on a regional

basis, should be held in 1957 on this subject. The Government of Thailand conveyed to the group an offer to act as host for the seminar, which will be held in Bangkok in August.

The Government of the Philippines requested the Secretary-General to hold a regional seminar on the subject of "the protection of human rights in criminal law and procedure" or some specific phases thereof. Following this request, a working party of experts from Australia, China, India, Indonesia, Japan, the Philippines and Thailand met in Manila in May 1957 to establish a programme of work for the seminar and discuss other arrangements. It agreed that the seminar should focus on the protection of the rights of the person suspected or accused of a crime and suggested a number of topics for discussion. It also confirmed the view expressed by the Secretary-General that participants in the seminar should be persons of high calibre and standing, such as "senior judges, deputy ministers of justice, directors-general or inspectors-general of police and professors of criminal law and procedure", but it stressed the importance of obtaining a sufficient balance as between the various professions, experience and public functions of the participants.

The Secretary-General is also convening in Santiago, Chile, in August 1957, a working party of experts from Argentina, Brazil, Chile, Colombia, Mexico and Uruguay to advise him on the possibility of organizing in 1958 a human rights seminar. It is contemplated that all Latin American States will be invited to participate in the seminar itself. The Secretary-General has suggested that the seminar might deal with the subject of "the protection of human rights in criminal law and procedure" or some aspect or aspects thereof.

(*e*) Prevention of discrimination and protection of minorities

The Sub-Commission on Prevention of Discrimination and Protection of Minorities, at its ninth session held in February-March 1957, concentrated on problems relating to the eradication of discrimination in various fields. The Sub-Commission's report was examined by the Commission on Human Rights at its thirteenth session.

The Sub-Commission's work was based mainly upon the study of discrimination in education prepared by its Special Rapporteur, Mr. Charles D. Ammoun. This study, which was transmitted to the Commission together with a number of proposals for action, included proposals for a series of general principles to be applied in effecting the eradication of discrimination in education. The Sub-Commission suggested that it might be useful and desirable for the Economic and Social Council to prepare an international instrument in which the principles would be set forth; that the United Nations Educational, Scientific and Cultural Organization should be asked to consider the possibility of preparing such an instrument, taking the principles into account; and that it might be desirable to draw the General Assembly's attention to the necessity of giving these principles due importance in the preparation of the draft International Covenant on Economic, Social and Cultural Rights. The Sub-Commission also recommended that the study should be transmitted to UNESCO for use in that agency's efforts to combat discrimination in education.

The Commission, at its thirteenth session, felt that the Sub-Commission's proposals deserved careful study by Governments. The Secretary-General was accordingly requested to consult Governments, with particular reference to the principles suggested, and to obtain their views as to the possibility of adopting one or more international instruments in this field.

Two reports on discrimination in the field of employment and occupation, prepared by the International Labour Office for the fortieth session of the International Labour Conference in 1957, were also examined by the Sub-Commission. The first report analysed the various forms of discrimination in the field of employment and occupation, while the second set forth the ILO's proposed conclusions which were intended to serve as a basis for action by the Conference. Both the Sub-Commission and the Commission endorsed the general conception and spirit underlying the reports and their comments were transmitted to the ILO.

The Sub-Commission considered briefly a progress report submitted by its Special Rapporteur, Mr. Arcot Krishnaswami, on the study of discrimination in religious rights and practices. The Special Rapporteur was requested to prepare, with the assistance of the Secretary-General, a draft report which would be similar in scope to the final report on this subject, for submission to the Sub-Commission at its tenth session.

The Sub-Commission also heard an oral report by Mr. Hernán Santa Cruz, the Special Rapporteur appointed to study discrimination in the matter of political rights.

After examining a report by the Secretary-General setting out the results of his consultations with non-governmental organizations concerning the date, duration and agenda of any further conference of non-governmental organizations interested in the eradication of prejudice and discrimination that might be convened, the Sub-Commission recommended that arrangements should be made for such a conference to be held in 1958. The Secretary-General advised the Commission on Human Rights that he was not convinced of the value of this proposal, as he considered it unlikely that such a conference could go much beyond the achievements of that held in 1955. The Commission invited the Sub-Commission to consider the matter further at its tenth session, taking into account such additional observations as might be received from the interested non-governmental organizations.

(*f*) Freedom of information

Pursuant to Economic and Social Council resolution 574 D (XIX) the Secretary-General, in consultation with UNESCO, submitted to the Council at its twenty-third session a report on the question of media of information in under-developed countries. On the basis of information received from twenty-four Governments, the report surveyed the degree of development of media of information in different areas of the world, summarized information on measures and plans for the development of information media, listed recommendations and suggestions and made suggestions regarding the formulation of a programme of action. The Council requested States Members of the United Nations or members of the specialized agencies, which had not done so, to transmit to the Secretary-General the information required for this purpose. The Council also invited the Secretary-General, in co-operation with the specialized agencies as appropriate, to submit to it not later than its twenty-seventh session an analysis of information and recommendations received from

Governments, taking into account any recommendations which the Commission on Human Rights might make as a result of its consideration of the question.

The question of freedom of information was also on the agenda of the thirteenth session of the Commission. The Secretary-General submitted an historical note outlining the activities of the United Nations and of the specialized agencies in the matter, described the measures and techniques that had been used, and surveyed the results and progress achieved. The Commission decided to appoint a committee, consisting of the representatives of France, India, Lebanon, Mexico and Poland, to meet at Headquarters between the thirteenth and fourteenth sessions of the Commission to review the work of the Organization and the agencies in this field and to make recommendations at the fourteenth session.

Pursuant to General Assembly resolution 841 (IX) of 17 December 1954, the Secretary-General prepared a draft protocol to the International Convention concerning the Use of Broadcasting in the Cause of Peace (Geneva, 1936), and circulated it to the States parties to the Convention. The draft protocol provides for the transfer to the United Nations of the functions assigned to the League of Nations under the Convention, and for the accessions of States not parties thereto, and contains two new articles based on Assembly resolution 424 (V). Twenty-six States are parties to the Convention. The Secretary-General has so far received replies from the following fourteen: Burma, Ceylon, Chile, Denmark, Egypt, Finland, Ireland, Lebanon, Luxembourg, the Netherlands, Norway, Pakistan, Sweden and Switzerland, all of whom expressed approval of the transfer of functions.

Burma, Denmark and Ireland stated that the draft protocol was agreeable to them; Switzerland makes a reservation to the effect that it will not consider itself bound by the new articles.

(*g*) Tenth anniversary of the Universal Declaration of Human Rights

The Commission on Human Rights, at its thirteenth session, made a number of recommendations regarding the celebration of the tenth anniversary of the Universal Declaration of Human Rights, which falls on 10 December 1958. The Commission stated that two main considerations should be borne in mind in celebrating the anniversary: the celebration should demonstrate to the world the great step which the adoption of the Declaration represented and, at the same time, emphasize the considerable amount of work yet remaining to be done; and the celebration should afford an opportunity for making better known the rights and freedoms set forth in the Declaration. The Commission also made a number of recommendations concerning the means of celebrating the occasion, and further recommended that the Economic and Social Council should urge all States to participate in the tenth anniversary of the Declaration and call on national and international bodies to co-operate.

(*h*) United Nations Conference of Plenipotentiaries on a Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery

The United Nations Conference of Plenipotentiaries was held in Geneva in August-September 1956. The Conference used as the basis of its discussions a draft which had been prepared by an *ad hoc* committee appointed by the Economic and Social Council.

The Conference adopted on 4 September 1956 the Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery, and opened it for signature. The Convention provides that States parties shall take measures to bring about progressively and as soon as possible the complete abolition or abandonment of certain institutions and practices, such as debt bondage, serfdom, bride-price and exploitation of child labour (article 1); encourages the prescription of suitable minimum ages of marriage and the registration of marriages (article 2); provides measures for the suppression of the slave trade (articles 3 and 4); and provides for the punishment of such acts as would induce any persons into slavery or a servile status (articles 5 and 6). It also provides for the co-operation of States parties with each other and with the United Nations, and for communication to the Secretary-General of information on laws, regulations and administrative measures enacted to implement the Convention (article 8). No reservations are permitted (article 9). Disputes relating to interpretation or application of the Convention may be referred by any of the parties to the dispute to the International Court of Justice, unless another mode of settlement is agreed upon (article 10). The Convention is to apply *ipso facto* to all Non-Self-Governing, Trust, colonial and other non-metropolitan territories of a State party, except in cases where the previous consent of the non-metropolitan territory is required by the constitutional laws and practices of the party or of the territory concerned (article 12). The Convention remains open for signature until 1 July 1957. After that date any State Member of the United Nations or member of a specialized agency, or any other State to which an invitation to accede is addressed by the General Assembly, may become a party. Thirty-four Governments had signed the Convention, and two had ratified it, by the beginning of June 1957. The Convention came into force on 30 April 1957, when the second State became a party to it.

(*i*) Draft Declaration on the Rights of the Child

The Social Commission, at its sixth session, adopted a draft Declaration on the Rights of the Child and submitted it to the Economic and Social Council. At its eleventh session, the Council requested the Commission on Human Rights to consider the draft Declaration and to communicate to the Council "its observations on the principles and contents" thereof.

The Commission was unable to consider the draft until its thirteenth session in 1957. During the discussion, various points of view were expressed concerning the nature, principles and contents of the draft. There was general agreement, however, that the Commission could not consider the draft Declaration in all its aspects at that session. The Commission decided to request the Governments of Member States to submit comments on the draft by 1 December 1957; it would then take up the matter again at its fourteenth session in 1958.

(*j*) Draft Declaration on the Right of Asylum

At its thirteenth session, the Commission on Human Rights considered the question of the right of asylum.

It had before it a memorandum describing the activities of United Nations organs in connexion with the right of asylum, and a supplementary memorandum containing an analysis of the debates and decisions of United Nations organs relating thereto.

A draft Declaration on the Right of Asylum submitted to the Commission stated that every person whose life, physical integrity, or liberty was threatened, in violation of the principles of the Universal Declaration of Human Rights, should be regarded as entitled to seek asylum. It declared that the "responsibility for granting asylum to persons requesting it should lie with the international community as represented by the United Nations". No one should be subjected to measures such as expulsion, return or rejection at the frontier, which would result in compelling him to return to or remain in a territory where his life, physical integrity or liberty would be threatened.

The Commission decided to request the Secretary-General to communicate the draft Declaration, together with other relevant documents, to the Governments of States Members of the United Nations and members of the specialized agencies and to the United Nations High Commissioner for Refugees, requesting them to submit comments thereon by 31 December 1957.

(*k*) Yearbook on Human Rights

The *Yearbook on Human Rights* for 1955, the preparation of which was completed in 1957, is the tenth volume in its series. The *Yearbook* surveys constitutional, legislative and judicial developments having an impact on human rights in States and in Trust and Non-Self-Governing Territories. It includes also a section on international instruments and an account of the activities of the United Nations in the field of human rights.

At its thirteenth session, the Commission on Human Rights requested the Secretary-General to publish the *Yearbook* for 1955, if possible before its fourteenth session, in the form previously envisaged; that is to say, it was to include statements of Governments concerning the application and the evolution of the right set forth in article 9 of the Universal Declaration of Human Rights, which reads: "No one shall be subjected to arbitrary arrest, detention or exile." The Commission appointed a committee of five of its members to consider what measures should be taken to keep the *Yearbook* within reasonable proportions, with particular regard to the possibility of relating it to the periodic reports and special studies under Economic and Social Council resolution 624 B (XXII), and to report to the Commission at its fourteenth session.

At its twenty-second session, the Council invited States Members and correspondents of the *Yearbook*, as well as the specialized agencies, as appropriate, to furnish the Secretary-General with titles of significant current publications in the human rights field; and requested the Secretary-General to include these titles, as appropriate, in the *Yearbook*.

(*l*) Other matters

The *Ad Hoc* Commission on Prisoners of War, established under General Assembly resolution 427 (V) of 14 December 1950, submitted a progress report to the Secretary-General in January 1957, summarizing the developments in the matter of the repatriation of prisoners of war since the issuance of its last report in November 1955. According to the report the following persons had been repatriated during the period under review: (1) German nationals—9,818 prisoners of war and 1,664 civilian deportees from the Union of Soviet Socialist Republics, 1,087 prisoners of war from Czechoslovakia and 261 prisoners of war from Poland; (2) Italian nationals—5 prisoners of war from the USSR; (3) Japanese nationals—1,018 prisoners of war and 565 civilians from the People's Republic of China, 1,372 Japanese nationals from the USSR and 36 from North Korea. The *Ad Hoc* Commission is scheduled to meet at the European Office in September 1957.

During the period under review, fourteen allegations regarding infringements of trade union rights, which concerned States members of the International Labour Organisation were forwarded to the ILO. One allegation which concerned Saudi Arabia, a State Member of the United Nations but not a member of the ILO, was submitted to the Economic and Social Council at its twenty-third session; the Council noted a reply received from the Government of Saudi Arabia.

The Secretary-General also transmitted to the ILO sixteen communications relating to forced labour.

The Secretary-General forwarded to the Government of the Federal Republic of Germany information concerning two persons claiming to have been victims of so-called scientific experiments in nazi concentration camps. Up to the present, a total of 530 cases have been brought to the attention of the Federal Republic of German. The Secretary-General has requested the Government to furnish a full account of the action it has taken in connexion with this matter, so as to enable him to submit a final report to the Council.

Pursuant to Council resolution 75 (V), as amended, the Secretary-General submitted to the Commission on Human Rights at its thirteenth session a non-confidential list of five communications dealing with principles of human rights and a confidential list of 2,321 communications alleging violations of human rights. He brought to the Commission's attention, in accordance with Council resolution 192 (VIII), sixteen replies from the Governments of Member States relating to thirty-one communications. He also presented similar lists of communications to the Commission on the Status of Women at its eleventh session and to the Sub-Commission on Prevention of Discrimination and Protection of Minorities at its ninth session.

11. Status of women

The Commission on the Status of Women held its eleventh session in March-April 1957 at Headquarters. Papers prepared for this session included an analytical summary of information concerning access of women to education, a report on bride price, polygamy and rights of mothers with respect to their children in certain African territories, and a preliminary report on tax legislation affecting married women who work.

The Commission adopted a programme of work which comprised several new projects, notably the consideration of the question of age of marriage and requirement of free consent of both parties, and that of the age of retirement and the right to pension of

women workers, as well as the study of reports on steps taken by States for the removal of economic discrimination against women, and on the condition of working women with family responsibilities.

(*a*) Political rights of women

Three reports concerning the political rights of women were prepared during the year. The Secretary-General's annual memorandum on constitutions, electoral laws and other legal instruments relating to the political rights of women, prepared for the eleventh session of the General Assembly, included an additional table showing the rights of women in the various countries as to eligibility for election to public bodies and offices; this table was included at the request of the Commission made at its tenth session. Supplementary reports were also prepared concerning information relating to the status of women in Trust and Non-Self-Governing Territories.

The Commission on the Status of Women requested the Secretary-General to consult with Member States concerning the possibility of convening an international seminar on civic responsibilities and increased participation of women in public life, under the advisory services programme in the field of human rights, and to prepare for its twelfth session a report on the result of his consultations (see also section 10 (*d*) above).

During the year under review, Canada, Nicaragua and Norway ratified the Convention on the Political Rights of Women. As of 15 June 1957, twenty-seven States had either ratified or acceded to the Convention, and it had been signed by forty States.

(*b*) Access of women to education

The Commission considered a report prepared by the Secretary-General on the access of women to education, as well as two reports prepared by the United Nations Educational, Scientific and Cultural Organization: a preliminary report on the access of women to the teaching profession and a report on the activities of UNESCO regarding access of women to education.

The discussions reflected the interest taken by the Commission in this question, particularly with respect to countries and territories where primary education was neither free nor compulsory and the rate of illiteracy was high among the female population.

The Commission adopted a resolution requesting the Economic and Social Council to recommend to Governments various measures to remedy the situation in respect of campaigns against illiteracy and attendance by girls at primary schools. The Commission was informed that UNESCO would prepare for its twelfth session a report on the access of women to higher education, and it requested UNESCO also to bring up to date statistical data contained in its report on the access of women to secondary education.

(*c*) Economic opportunities for women

The Commission had before it a report on the occupational outlook for women containing a draft list of questions concerning principal professional and technical fields of training and opportunities. The Commission drafted a questionnaire for circulation to Governments and to non-governmental organizations, together with a list of professional and technical occupations as described and defined in the International Classification of Occupations of the International Labour Organisation (June 1952). It recommended that the Economic and Social Council should request the Secretary-General to collect information contained in replies to this questionnaire and to prepare, in collaboration with the specialized agencies concerned, a report on the availability of opportunities for women as jurists, teachers, architects and engineers and in medical and health sciences and related occupations.

The Commission also considered reports prepared by the ILO on part-time employment, on the employment of older women workers, on the opportunities for women in handicrafts and cottage industries, and a joint report by UNESCO and the ILO on the access of girls and women to vocational and technical training. The Commission invited the Secretary-General to consult non-governmental organizations on the question of the age of retirement and rights to pensions of women workers, and to prepare a report on the replies received, if possible, for its twelfth session.

(*d*) Equal pay for equal work

The Secretary-General prepared for the Commission a report on practical methods for the implementation of equal pay for equal work, based on information obtained from non-governmental organizations in consultative status with the Economic and Social Council. The Commission also received a report prepared by the ILO on equal remuneration for men and women workers for work of equal value containing information on the application of ILO Convention No. 100 and Recommendation No. 90, showing that nine States had ratified the Convention during 1956 and the first three months of 1957. It adopted a resolution requesting the Council to urge States to become parties to the ILO Convention and otherwise to implement the principle of equal pay; it also requested the ILO to continue to provide the Commission with information on efforts of Member States to eliminate wage discrimination against women.

(*e*) Nationality of married women

The General Assembly, at its eleventh session, adopted the Convention on the Nationality of Married Women. The Convention was opened for signature and ratification or accession on 20 February 1957 and, as of 15 June 1957, the following fifteen States had signed it: Canada, Chile, China, Colombia, Cuba, Denmark, the Dominican Republic, Guatemala, India, Israel, Portugal, Sweden, the United Kingdom, Uruguay and Yugoslavia. On 7 June 1957, Israel ratified the Convention.

When discussing this item, the Commission on the Status of Women had before it a report on recent changes in legislation affecting the nationality of married women, and a note on the action taken by the Assembly with respect to the Convention on the Nationality of Married Women.

The Commission expressed satisfaction at the adoption of the Convention by the Assembly and its opening for signature and ratification. It was felt that the Convention was an important step towards improving the status of women, since it provided for the elimination of serious hardships resulting from discriminatory nationality legislation. The hope was expressed that many States would become parties to this Convention and that the Secretary-General would continue to inform the Commission of progress made

and of changes in legislation affecting the nationality of married women.

(*f*) Status of women in private law

The Commission on the Status of Women considered a report on bride price, polygamy and rights of the mother with respect to her children. The Commission was also informed of the recommendation made by the Conference of Plenipotentiaries on a Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery, that the Economic and Social Council should consider initiating a study on the question of marriage, drawing attention to the desirability of free consent of both parties and of the establishment of a minimum age for marriage. The Commission requested the Council to adopt the recommendation of the Conference and to decide that the study referred to in that recommendation should be undertaken by the Commission. The Secretary-General was requested by the Commission, should the Council so entrust this study to it, to prepare a report on the subject for its twelfth session. At its twenty-third session, the Council noted the recommendation of the Conference and the Commission's request and decided that a study of the question of marriage along the lines indicated by the Conference should be undertaken by the Commission.

The Commission also requested the Council to recommend Governments to encourage a system of compulsory registration of marriages where the prospective spouses themselves expressed their consent freely in the presence of a competent authority, either civil or religious, such a system of registration constituting, in its opinion, a safeguard for free and full consent of intending spouses.

(*g*) Advisory services in the field of human rights in relation to the status of women

A report on this subject prepared for the Commission described the developments which had taken place in the current year, particularly those with respect to the organization of a regional seminar on civic responsibilities and increased participation of Asia women in public life, to be held in August 1957 in Bangkok (see also section 10 (*d*) above). The Commission expressed great interest in the programme of advisory services in the field of human rights and satisfaction with the fact that several Governments had indicated their interest in acting as host countries for seminars concerned with the status of women. The Commission adopted a resolution hoping that such seminars would be organized each year.

(*h*) Other questions related to the status of women

The Commission considered a memorandum summarizing technical assistance projects affecting the status of women, which it felt showed the wide range of services available under the technical assistance programme. Several members stressed the importance of increasing the participation of women in these programmes as experts, fellows and scholars. The Commission requested the Secretary-General to prepare for its next session a report on the proportional number of women who participated in 1956 and 1957 in technical assistance programmes in these capacities, and to inform it of any preferences shown by women in the different fields of activities as reflected in the applications received for scholarships and fellowships.

Another question considered by the Commission at its eleventh session was the participation of women in the work of the United Nations and the specialized agencies. Following a statement by the representative of the Secretary-General, the Commission expressed the hope that discrimination against women staff members in respect of dependency allowances and other conditions of employment would be avoided and trusted that the number and proportion of women in senior and policy-making positions in the secretariats of the United Nations and the specialized agencies would increase.

Finally, the Commission discussed the disadvantageous position of married women in certain countries under tax provisions which aggregate the revenues of husband and wife and noted that the information before it did not constitute a sufficient basis for a balanced study of this subject. It requested the Economic and Social Council to invite the Secretary-General to obtain precise information from Governments and from non-governmental organizations in consultative status, and to prepare a report for its thirteenth session.

12. Narcotic drugs

The problems of addiction and of the illicit traffic which supplies the addict remain serious; there are still millions of addicts, and the volume of illicit traffic, in so far as it is reflected in seizures, has not diminished appreciably. In several parts of the world where addiction is most prevalent, however, encouraging efforts are being made to suppress it, particularly in Iran, where United Nations technical assistance facilities have been utilized to support the Government's decision to suppress poppy cultivation and to cure opium addicts. Meanwhile, the machinery established under the narcotics treaties for controlling the legitimate trade in narcotics continues to function smoothly.

The Commission on Narcotic Drugs held its twelfth session during the period under review (29 April-31 May 1957).

(*a*) Multilateral treaties on narcotic drugs

The Secretary-General has received the following ratifications, acceptances, accessions and declarations:

(i) *International Opium Convention, signed at Geneva on 19 November 1925, as amended by the Protocol signed at Lake Success, New York, on 11 December 1946*

Afghanistan;

Morocco made a declaration that it assumed the obligations arising out of the acceptance by France in respect of Morocco of this as well as other treaties and that it considered itself a party to this instrument.

(ii) *International Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs, signed at Geneva on 13 July 1931, as amended by the Protocol signed at Lake Success, New York, on 11 December 1946*

Jordan;

Morocco made a declaration as in (i) above.

(iii) *Protocol signed at Paris on 19 November 1948 bringing under International Control Drugs outside the Scope of the Convention of 13 July 1931 for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs, as amended by the Protocol signed at Lake Success, New York, on 11 December 1946*

Morocco made a declaration as in (i) above.

(iv) *Protocol signed at New York on 23 June 1953 for Limiting and Regulating the Cultivation of the Poppy Plant, the Production of, International and Wholesale Trade in, and Use of Opium*

Monaco;

Guatemala;

Spain;

New Zealand, with a declaration that the Protocol shall apply to Cook Island including Niue, the Tokelau Island and the Trust Territory of Western Samoa;

Switzerland;

Cambodia;

Chile.

(*b*) Implementation of treaties and international control

National laws and regulations

Under the international narcotics conventions of 1912, 1925, 1931 and 1936 as amended, Governments are required to enact laws and regulations for the implementation of these treaties and also to transmit such laws and regulations to one another through the Secretary-General. During the period under review the Secretary-General has processed and circulated 159 texts. A *Cumulative Index, 1947-1956,* covering legislation received from 1947 to September 1956 inclusive was prepared.

Annual reports

The annual reports from Governments received by the Secretary-General under the 1931 Convention were summarized in the *Summary of Annual Reports,* covering fifty-five States and seventy-nine territories.

The Commission on Narcotic Drugs considered that Governments were performing their obligations arising from the international narcotics treaties in a satisfactory manner. It noticed, nevertheless, some gaps in the information presented and appealed for greater international co-operation in this respect.

Annual lists

In accordance with the practice followed in previous years, and pursuant to article 20 of the 1931 Convention, the annual *List of Firms Authorized to Manufacture Drugs* was published, incorporating all the changes notified by Governments.

A revised issue was published of the annual *List of National Authorities* empowered to issue certificates and authorization for the import and export of narcotic drugs, which includes all the relevant amendments notified by Governments in laws, annual reports or correspondence.

A *List of Drugs under International Control,* designed essentially for reference purposes, was also prepared.

Scope of control

The international narcotics treaties, particularly the 1925 and 1931 Conventions and the 1948 Protocol, have specific provisions which enable new drugs that may have addiction-producing properties to be placed under international control, and also enable decisions to be taken with a view to exempting drugs already placed under control or revising decisions previously taken. The international machinery in this regard functions through the Secretary-General, both in respect of an original application for a decision and the communication of the findings or decisions of the World Health Organization upon that application, together with the appropriate régime of control under the international narcotics treaties.

Two new synthetic drugs have been placed under international control: d-1-methyl-3-ethyl-4-phenyl-4-propionoxypiperidine and 1-[2-(p-aminophenyl)-ethyl]-4-phenylpiperidine-4-carboxylic acid ethyl ester and all their respective salts were placed under the régime laid down in the 1931 Convention for the drugs specified under article 1, paragraph 2, group I, of that Convention. A decision was deferred regarding a request that the dextro-rotatory isomer of the drug 3-hydrox-N-phenethylmorphinan (placed under international control in 1955) should not be subject to the control prescribed by the international narcotics treaties. Furthermore, requests for a decision regarding the status of promedol and morpholinoethylmorphethidine under the international narcotics treaties have been made.

The Commission was informed of a recent notification under article 1 of the 1948 Protocol with regard to the drug d-2, 2-diphenyl-3-methyl-4-morpholinobutyryl-pyrrolidine, known by the symbol R.875. In view of the dangerous nature of this drug, the Commission decided, in accordance with article 2 of the 1948 Protocol, to place it provisionally under the control of the stricter régime laid down in the 1931 Convention, pending a final decision.

The Secretary-General prepared for the Commission a *Summary Tabulation of Changes in the Scope of Narcotics Control,* showing the changes in control made by national administrations in pursuance of their treaty obligations.

(*c*) Illicit traffic

The international machinery for the continuous exchange of information relating to illicit traffic functioned on established lines during the period under review. In relation to article 23 of the 1931 Convention, 482 seizure reports, covering 1,898 seizures, were received in respect of twenty-one States and eleven territories; these were communicated to all Governments in the form of monthly summaries, together with lists of persons, places and merchant ships involved.

Lists of merchant seamen and members of civil aircrews convicted of narcotic offences were compiled and communicated to all Governments. Reports on seizures involving the use of mails were compiled and communicated to the Universal Postal Union, in accordance with Economic and Social Council resolution 585 D (XVI).

The exchange of information and consultation under the standing arrangements with the International Criminal Police Organization continued. Similarly, co-

operation was maintained with the Permanent Anti-Narcotics Bureau of the League of Arab States.

The Secretary-General prepared a review of the illicit traffic in drugs during 1956, analysing information on individual drugs and general trends.

(*d*) Scientific research on opium

Under the terms of the resolution on scientific research on narcotics adopted by the Commission on Narcotic Drugs at its tenth session, the Secretary-General is authorized to report, for the purpose of determining the geographical origin of the opium, on the investigations made by the United Nations Laboratory on opium samples seized in the illicit traffic and submitted by the Governments that effected the seizure. These reports are to be sent to the Government submitting the sample and to the Governments of the countries indicated in the reports as countries of origin. Three such reports were made during the period under review.

The following additional methods of determining the geographical origin of opium samples were brought into operation: electrophoresis, chromatography, spectrophotometry, flame photometry and spectography.

Samples of opium authenticated by the Government of the country of origin as opium produced in that country were received during the year from Afghanistan, India, Iran, Nepal and Japan; in all, 343 authenticated samples have been received from the following fourteen countries: Afghanistan, Burma, China, Greece, India, Iran, Japan, the Republic of Korea, Laos, Nepal, Pakistan, Turkey, Viet-Nam and Yugoslavia. In addition, the following countries sent other samples for research purposes: Australia, Burma, Israel, Pakistan, Portugal and Singapore. The Laboratory has made various analytical determinations in respect of thirty-seven samples.

The Yugoslav Government has designated the Drug Control Laboratory, Zagreb, to collaborate with the United Nations Narcotics Laboratory in research on the origin of opium.

(*e*) Synthetic narcotic drugs

In accordance with a request by the Commission on Narcotic Drugs, the Secretary-General prepared a paper on the approximately thirty synthetic and other new narcotic drugs placed under international control during the past ten years, giving the available data on the extent of their use in medicine and their abuse by addicts.

It was found that the *per capita* medical consumption (measured in terms of the average therapeutic dose) of synthetic and other new narcotics, although increasing, represented a relatively small percentage of the total consumption of all types of narcotic drugs. It also appeared that use of the weaker natural narcotics, such as codeine and dionine, was increasing more rapidly than that of such synthetic narcotics as pethidine and methadone. An interesting sidelight of the study was the discovery that the *per capita* consumption of narcotics varied within quite a wide range from country to country, even between neighbouring countries having similar medical services.

Within the serious limitations imposed by the character of the data available, the abuse of the newer narcotics was described and contrasted with that of the traditional narcotics. It was shown that, although the quantities of synthetic narcotics reported as seized from the illicit traffic were relatively small when compared to the figures for natural narcotics, the number of addicts to them was reported to be increasing, and in some countries—but not in those faced with a mass problem—they constituted a large segment, and possibly even a majority, of the total number known to the authorities.

The Commission felt that the value of these researches and of a series of technical studies prepared by WHO in consultation with the United Nations Secretariat had been demonstrated, and proposed that the work should be continued; it approved a long-term programme of further studies in which national research centres, WHO, the Permanent Central Opium Board and the International Criminal Police Commission might all participate, in so far as their resources permitted.

(*f*) Drug addiction

The system of narcotics control established by the international narcotics treaties is an indirect way of preventing addiction; in recent years, however, increasing attention has also been focused on rehabilitating the addict and in restoring him as a well-integrated member of society. In 1957, the Secretary-General prepared a paper analysing the available information regarding the number of addicts reported by the various countries, and giving information on the institutional treatment of addicts.

(*g*) Technical assistance for narcotics control

The Secretary-General was asked by the Economic and Social Council at its twenty-second session to consult with the specialized agencies concerned and to report on the extent to which it had been possible to meet requests for technical assistance in narcotics control within the existing arrangements; a specific reference was made to the requirements of Iran.

In his report, the Secretary-General stated that requests received from Governments for a total of eight experts had been approved, and two exploratory missions had been carried out. Nine requests for fellowships had also been approved, and one fellow had started training. Although no formal requests for seminars had been received, several were under consideration.

As regards Iran, it was reported that a special allotment of $86,000 had been made from the Contingency Fund of the Expanded Programme of Technical Assistance, and experts had been provided to assist the various government departments represented on the new Opium Control Organ.

An account was also given of the programme of training scientists in methods for determining the origin of opium by chemical and physical means, set up by the Canadian Department of National Health and Welfare.

(*h*) Proposed Single Convention on Narcotic Drugs

The Secretary-General prepared an analytic compilation of comments which he had received from twenty-four Governments on the second draft of the Single Convention. In accordance with decisions of the Economic and Social Council and recommendations of the

Commission on Narcotic Drugs, this draft, intended to codify the present treaty law on narcotic drugs and elaborated by the Commission from 1950 to 1955, had been submitted for comments to the Governments represented on the Council or the Commission, or which had been invited to participate as observers in the Commission's work of codification. At its twelfth session, the Commission prepared a simplified text of those provisions of the second draft dealing with the constitution of the international organs to be charged with the control of narcotic drugs; the classification of different types of narcotic drugs; the placing of new drugs under international control; the national control organs which parties to the new Convention would have to maintain and the information they would have to furnish to the Secretary-General; and, finally, the international enforcement measures which might be taken to ensure the observance of the treaty provisions.

13. Social questions

(*a*) Social policy

During the period under review, major emphasis has been placed on general questions of social policy and development, including social policy in relation to economic development, the social components of development plans, questions of urbanization in economically under-developed areas, and over-all trends in the world social situation. A second *Report on the World Social Situation* was published in the period.

The Economic and Social Council, at its twenty-second session, considered a report by the Secretary-General on the programme of concerted action in the social field of the United Nations and the specialized agencies. The Council reaffirmed its request, contained in resolution 585 H (XX), that the Secretary-General should give special attention in the second *Report* to changes which had taken place since the *Preliminary Report on the World Social Situation* was issued and to the problems of peoples undergoing rapid transition especially through urbanization.

In accordance with that request, the second *Report on the World Social Situation* was divided into two parts. In part I, the changes that had occurred since the publication of the Preliminary Report are analysed, use being made as far as possible of the statistical indicators recommended by the 1953 Committee of Experts on the International Definition and Measurement of Standards and Levels of Living, as modified after discussion by the Social and Statistical Commissions and the Council. The findings in this part of the report indicate significant improvements in vital sectors as compared with the period covered by the *Preliminary Report*, although progress is small when compared to the extent of poverty and need still existing, and very uneven in the different fields of social development. The inadequacy of statistical information on social conditions in many parts of the world was stressed. In this latter connexion, a separate note was presented to the Social Commission at its eleventh session (May 1957), suggesting ways and means of improving information on social conditions in economically under-developed countries, including the establishment of regular contacts with research centres concerned with problems of social policy in those countries.

In part II, dealing with urbanization, the second *Report* shows that, in under-developed countries, urbanization is now taking place at a very rapid pace and involves, in many instances, a transfer of poverty and under-employment from the country to the city; urbanization is often occurring more rapidly than industrialization and is creating a host of social problems.

A joint United Nations-UNESCO Seminar on Urbanization in the ECAFE Region was held in Bangkok from 8 to 18 August 1956. Several analyses and documents were prepared by the United Nations, the International Labour Office and UNESCO for the Seminar, while five field studies of Asian cities initiated in 1952 were submitted by UNESCO. The conclusions of the Seminar were issued as an annex to the second *Report on the World Social Situation*. These conclusions show, in particular, that the great increase in the rate of population growth throughout the ECAFE area constitutes a major element in over-rapid urbanization by increasing the importance of the "push" factor in the migrations from rural to urban areas. Urbanization is usually accompanied by social disorganization, particularly noticeable in changes of family structure, religious practices and beliefs and social organization. In order to facilitate the transition and reorganization, the Seminar recommended that measures should be taken particularly to diversify and intensify agricultural production in order to improve conditions in rural areas; to de-centralize industries and place emphasis on small-scale industry in villages and small towns and to connect these measures with comprehensive environmental planning. It was also considered that study and research in the field of urbanization by Governments and international agencies should be increased.

Preparations are under way for a similar joint United Nations-UNESCO seminar to be held in Latin America in 1958, with the participation of the ILO.

In compliance with the recommendation made by the Economic and Social Council at its twenty-second session, preparatory work has begun on an analysis of problems of balance and integration of social and economic action to raise levels of living. In this regard, the second *Report on the World Social Situation* points to various social difficulties caused by imbalance in the factors of development.

(*b*) Population

Population problems in the under-developed countries have continued to gain in importance during the period under review. The growth of population in Asia, Africa and Latin America has continued to accelerate as increasingly extensive and effective public health programmes have brought the death rates down to record low levels while the birth rates remain high. The programme of population studies was focused still more directly than in previous years upon the trends of population in these regions and their implications for economic and social policy and action programmes. In accordance with the recommendations of the Population Commission and the Economic and Social Council, steps were taken to extend this work on regional and national bases, in order to give more direct aid to Governments in dealing with their specific problems.

Regional centres for demographic training and research have been established for Asia and the Far East at Bombay, and for Latin America at Santiago, Chile. These centres are projects of technical assistance undertaken at the request of the Governments of India and

Chile respectively, and with the financial aid of a private foundation. They will carry out research on population questions of common interest to the different countries in each region and provide training in the methods of population studies for personnel from these countries.

The Economic Commissions for Asia and the Far East and for Latin America have been handicapped by the lack of experts qualified to deal with the demographic aspects of their studies of regional development problems. The General Assembly, at its eleventh session, decided to make provision for experts to be attached to the secretariats of these two Commissions, as well as to the Social Affairs Unit in the Middle East. Demographic experts have been detailed from Headquarters staff to the secretariats of ECAFE and ECLA, and arrangements have been made for an expert to be detailed to the Middle East later in 1957.

Work on the national level has been extended by offering the co-operation of the Secretariat directly to the Governments of certain under-developed countries, for the purpose of carrying out pilot studies on population questions of importance in connexion with their policy-making and planning of development programmes. Such studies are designed both to provide information immediately required by the co-operating Governments and to test and demonstrate methods of study which could be used by others facing similar problems. Their potential value was shown by a field study of population trends in the State of Mysore, India, which was initiated in 1951 as a joint project of the United Nations and the Government of India. The report on this study has now been submitted to the Government of India with the proposal that it should be published so that other Governments could benefit from the experience gained in measuring population trends in an area where demographic statistics are deficient, and in analysing the relationships of these trends to social and economic development. Work began during the period under review on a pilot study, in co-operation with the Government of the Philippines, on manpower and employment in relation to population characteristics and internal migration in that country. Plans have also been made for demographic pilot studies to be undertaken with the co-operation of Governments of some other under-developed countries.

Internal migration as a factor in population trends and economic and social development of under-developed countries has been emphasized by various organs of the United Nations as a subject that needs increasing attention, in view of its close relevance to the problems of rural over-population, urbanization and industrialization.

The publication of the *Proceedings of the World Population Conference,* held in Rome in 1954, was completed by the issue of six volumes of contributed papers. These volumes, published with the financial aid of the International Union for the Scientific Study of Population, deal with all major aspects of population trends and problems in different parts of the world. The Council at its nineteenth session had invited the attention of interested Governments, specialized agencies, regional economic commissions and non-governmental organizations to the proceedings of the Conference and the related work of the Secretariat and made certain suggestions regarding the use of the findings in programmes in the economic and social fields. Accordingly, upon completion of the publication of the *Proceedings,* comments of interested Governments and non-governmental organizations were invited upon the findings of the Conference and the suggestions of the Council.

In addition to the items mentioned above, work has continued on other population projects which had been recommended by the Commission and the Council. Estimates of future population trends for Asian countries, similar to those published earlier for the countries of Central and South America, were begun. A study of the aging of population in various parts of the world, its causes and some of its economic and social consequences, was completed and studies of the growth of manpower and its relation to population growth and structure, and of recent fertility trends in industrialized countries, were brought close to completion.

(*c*) Community development

Further efforts and progress were made by the Administrative Committee on Co-ordination during the period under review to clarify and re-define, on the basis of recent experiences, the concept of community development, its relationship to balanced and integrated economic and social development, and the role of various component services in this field. This clarification, embodied in the twentieth report of ACC to the Economic and Social Council, has contributed towards promoting concerted action of the United Nations and the specialized agencies in the field of community development.

In order to ensure that the concepts, policies and principles agreed upon in ACC are implemented, the specialized agencies concerned were consulted regarding convening a series of informal regional inter-agency meetings on community development; the first was held in Bangkok in February 1957 and similar meetings are expected to be held in Santiago, Chile, and in Beirut.

Informal but regular inter-agency consultations have taken place in such countries as Afghanistan, Iraq and the Philippines in order that the representatives and experts of the United Nations and the specialized agencies may have an opportunity to exchange views and experiences as well as to further their co-operation in advising and assisting Governments in the planning and execution of comprehensive community development programmes.

There has been also a growing understanding of the basic concepts and principles of community development, and an increasing recognition and application of the community development movement, in its different forms, as an essential instrument in promoting economic and social progress and in raising the standards of living of the common people.

Noticeable progress has been witnessed in many countries. For example, the Governments of Afghanistan, Indonesia, Iraq, Thailand, Viet-Nam and the Philippines have formulated and initiated comprehensive and long-range community development plans and programmes as an integral part of national plans for economic and social development. Encouraged by the results of urban community development pilot projects, the Government of Pakistan has incorporated urban community development in its national five-year plan. With a view to meeting the increasing needs of Afghanistan, Iraq and Pakistan, United Nations community development teams, consisting of from two to four experts specializing in planning, organization and administration, training of personnel, rural housing and village planning, as well as in social welfare aspects of

community development, have been organized to provide advice and assistance. Expert services have been provided to Greece, Haiti, Jordan, Lebanon and Syria in establishing community development pilot projects for training workers and for demonstrating methods and techniques which are anticipated to be used for extension purposes.

In accordance with General Assembly resolution 1042 (XI) of February 1957, requesting the Secretary-General to give assistance particularly to newly-constituted States in the planning and organization of community development programmes, experts are being recruited for Cambodia, Morocco and Tunisia.

Two study tours were organized during the period under review, which made it possible for thirteen officials from the Philippines to study community projects in India and Pakistan and for six senior Afghan officials to visit Ceylon, India and the Philippines.

With a view to meeting the needs of various countries and complying with the requests of the various policy-making bodies, a *Study Kit on Training for Community Development* has been issued. In addition to basic considerations in training for community development, such as the selection of trainees and content and methods of training, the kit contains a great deal of carefully selected illustrative case material.

Preliminary drafts on the principles and methods of evaluation of community development and on the role of government in community development have been prepared. Plans have been made for a study in India on the role of community development in economic and industrial growth, and a study on the role of community development in capital formation and general economic development in under-developed countries is also being undertaken in the ECAFE region.

The United Nations series of documents on community organization and development has proved useful to policy-makers, practitioners and other persons interested in community development.

The Economic and Social Council has recognized that community development projects should be adapted to the geographic, economic, social and demographic conditions of countries in different regions. The importance of regional action was emphasized by the Council at its sixteenth and twentieth sessions and the General Assembly, at its eleventh session, invited Member States, acting in concert in regional groups, to continue to develop additional measures in community development. The Social Commission, at its eleventh session, recommended the initiation and assistance in the organization of conferences, seminars, workshops and study tours at international, regional and national levels to promote a better understanding of community development processes and techniques.

The Survey Mission on Community Development in countries of Africa was completed and the draft report has been sent to the Governments concerned for their comments.

The United Nations has continued to participate in the regional fundamental education centres established by various Governments in co-operation with UNESCO. Consultations are being held with UNESCO and other specialized agencies concerned regarding the use of the facilities of the regional fundamental education centre of Pàtzcuaro, Mexico, for a short course on identification and development of local leadership for community development. Similarly, the use of the facilities of the regional fundamental education centre in Sirs-el-Layyan, Egypt, for a short course on activities for and participation of women in community development is also being discussed. As a further means of implementing the resolutions of the Assembly and of the Council with respect to concerted action, and in carrying out the agreement reached at the 1956 meetings of ACC regarding the concepts of community development, the United Nations has been co-operating with UNESCO and other specialized agencies in advising and assisting Brazil and Turkey in formulating national plans for fundamental education as part of comprehensive community development.

A report on "Concepts and Principles of Community Development and Recommendations on Further Practical Measures to be Taken by International Organizations" was prepared in consultation with the specialized agencies and submitted to the Social Commission at its eleventh session in May 1957. This report was in three parts: the first part discussed ten basic principles of community development tentatively enumerated in the report on *Social Progress through Community Development* and summarized the observations regarding those principles furnished by Governments. Most of the observations endorsed the opinion that the principles of community development, as formulated in the report, should be considered as tentative propositions subject to modification and change in the light of further experience. In view of the rapid extension of the scope of community development programmes, the continuous refinement of methods and techniques, and the great variety of economic and cultural settings, it appeared inadvisable to consider any general formula as final.

The second part of the report surveyed the organization and operation of community development programmes in countries of Africa, Europe, Latin America, the Middle East and South and South East Asia and was intended to provide informative data for further discussions of the concepts and principles of community development and for making recommendations on long-range programmes for concerted international action.

Recommendations for concerted international action on a long-range basis for community development were set forth in the third part of the report. The need for long-range programmes, research and studies, as well as for the continuation of basic programmes and conducting of seminars and study tours, was stressed. The ways and means of long-range action, such as strengthening of international leadership, co-ordination of international action and mobilization of training resources, were recommended.

While endorsing the proposals on long-range programmes for community development, the major recommendations of the Social Commission for improving community development and strengthening international action to that end included: (1) more effective co-ordination at the country level; (2) further study of the essential elements of the community development process, particularly those concerning training and supervision of personnel; (3) application of the principles and programmes of community development to urban areas; and (4) initiation of and assistance in the organization of conferences, seminars, workshops and study tours at all levels with a view to promoting a better understanding of community development processes and techniques and inaugurating programmes of research and publications on particular aspects of community development.

(*d*) Housing, building and planning

During the period under review, the United Nations programme in housing, building and planning has emphasized assistance to Governments in the formulation and implementation of national policies and programmes in the fields of housing, building and planning; the financing of such programmes, especially for lower-income groups; direct assistance to Governments in developing research and training institutions to increase productivity in the building and building materials industries so as to reduce building costs and improve quality; and the study of physical planning, particularly in relation to problems of urbanization, industrialization and development schemes on a regional scale.

The problems of financing housing and community improvement programmes were discussed in several regional meetings, including a Seminar on Housing through Non-Profit Organizations, for participants from Asia and the Far East, held in Copenhagen, July-August 1956; the fourth session of the Working Party on Housing and Building Materials of the Economic Commission for Asia and the Far East, held in Bangkok, July-August 1956; and the First Inter-American Technical Meeting on Housing and Planning, held in Bogotá, November-December 1956. The findings of these meetings, as well as of earlier ones, were communicated to the Social Commission at its eleventh session, together with suggestions for future action. A report on this subject to the Economic and Social Council contains information on methods of financing housing and community improvement in the major regions of the world. Also, during this period, a technical assistance expert in this field has been stationed in Latin America to advise Governments of the region on request; several have taken advantage of this service.

Continuing assistance has been given to regional housing centres in Asia and the Far East (Bandung and New Delhi) and, in Latin America, to the Inter-America Housing Centre (Bogotá), established with United Nations encouragement and backing. These centres are concerned with the reduction of building costs through the application of research and training in building materials and techniques, as well as in the social and economic aspects of the housing problem. The United Nations has been invited to be represented on the advisory committees of these centres.

Co-ordination of activities in housing, building and planning has entailed the development of close ties with the regional economic commissions, the interested specialized agencies and inter-governmental and non-governmental organizations. An informal arrangement between the United Nations and the Organization of American States for the co-ordination of activities in Latin America has helped in achieving a more simplified approach to technical assistance in the housing field in that area. An *Ad Hoc* Working Group on Housing, Building and Planning of the Administrative Committee on Co-ordination met in June 1956 at Geneva to discuss co-ordination within the framework of the 1949 integrated programme. It was agreed that similar informal co-ordination meetings would be held from time to time. It was also decided that, for purposes of mutual information and more effective collaboration, the United Nations would prepare, on the basis of the agencies' contributions, for a two-year trial period, annual reports on current and proposed international activities. The first of these reports was prepared early in 1957.

The publication *Housing, Building and Planning* continues to be issued on an average twice yearly. Formerly entitled *Housing and Town and Country Planning*, each issue deals with a special subject related to the work programme. During the period under review, an international film catalogue in housing, building and planning was published.

(*e*) Social welfare

Co-operation with the United Nations Children's Fund has continued to be a major aspect of the United Nations programme in family and child welfare.

Training for social work

A meeting was held in July-August 1956, in which twenty experts participated in discussing the subject of basic training for social work. The final report of the meeting will be used as a working paper at three regional meetings on social work training to be held in Latin America and in the Far East in 1957 and in the Middle East in 1958.

A paper dealing with the problem of selection of training materials, and especially case records, has been prepared. It is intended for the use of social work training experts, national associations and schools of social work, who are engaged in the collection and preparation of local materials based on local social and economic conditions.

Maintenance of family levels of living

A working group, composed of seven experts with broad experience in the formulation of social welfare policies and social planning and coming from countries in varying stages of economic development and with differing social structures, was convened in Geneva in September 1956, in joint sponsorship with the ILO and in consultation with the specialized agencies concerned, and unanimously adopted a report entitled "Report on a Co-ordinated Policy regarding Family Levels of Living".

In considering this report and the observations and comments of the Secretary-General and the specialized agencies thereon, the Social Commission, at its eleventh session, expressed general approval of the conclusions reached by the experts and stressed the importance of further studies and efforts by the United Nations and the specialized agencies, in co-operation with Governments. It proposed that the Council should commend the report to Governments and invite international bodies to give the report further study, with a view particularly to supplementing the findings of the experts.

Family and child welfare

Emphasis on questions relating to family and child welfare has been placed on co-operation at the regional level as a consequence of the establishment of regional social affairs units in Asia and the Far East, Latin America and the Middle East. Further possibilities of co-operation have resulted from the increased interest of UNICEF in the social welfare aspects of its programme and particularly in the training of mothers and in the role of maternal and child welfare programmes in community development programmes.

The Inter-Agency Working Group on Long-Range Activities for Children held its fourth meeting in Geneva in June 1956; the major subject on the agenda was the

organization and administration of children's services. The ACC, at its October 1956 meeting, decided that the Working Group should be maintained but would in the future be convened on an *ad hoc* basis as circumstances required. It also stressed the importance of continuing bilateral and multilateral inter-agency co-ordination in planning and operating specific projects in the field of long-range activities for children.

With the publication of the studies entitled *Comparative Analysis of Adoption Laws* and the *Institutional Care of Children*, the series of publications on children deprived of normal home life was completed.

Requests from Governments have continued to reflect a growing interest in the need for advice with regard to questions on the organization and administration of social services.

The second issue of the *International Social Service Review* was principally devoted to the rehabilitation of the handicapped; future issues will deal with the organization and administration of social services, the training of social welfare personnel, and social security and related social services with special reference to family levels of living.

Rehabilitation of the handicapped

Since its inception in 1950, the programme of rehabilitation of the handicapped has been conceived as part of a long-term, co-ordinated effort of the United Nations and the specialized agencies. In particular, three guiding principles have constantly been borne in mind: (1) that rehabilitation services must be incorporated in a country's general health, education, social welfare and employment programmes; (2) that the kind of assistance to be provided must be adapted to the state of economic and social development of any given country or region; and (3) that assistance should be concentrated on direct help to Governments in the organization and staffing of rehabilitation services, in the promulgation of measures to prevent, detect and limit physical disability, in the education of public opinion regarding the handicapped, and in carrying out research and offering technical advice.

To make full use of available resources both on an international level and in the countries concerned, efforts during the year under review have been concentrated on a limited number of projects in Asia, the Middle East, Africa and Latin America designed to introduce rehabilitation programmes to areas in an early stage of economic and social development. The majority of these projects aimed at assisting Governments and voluntary organizations to establish pilot rehabilitation centres and train a nucleus of technical personnel as a first step in the gradual integration of rehabilitation services into broader social welfare programmes. Some of the centres were established by social security agencies with a view to restoring handicapped beneficiaries to work—a fact which indicates a growing recognition by Governments of the economic value of rehabilitation schemes. In Europe, emphasis has been on seminars and study groups to facilitate the exchange of information and experience between countries having more advanced rehabilitation programmes and having achieved a similar level of development in this field.

One of the most significant developments during the period under review has been the greatly increased participation of non-governmental organizations in practical field projects. Thus, for example, the World Veterans Federation has made available, through the United Nations Technical Assistance Administration, several experts to advise at the demonstration centres established in Burma, India and Indonesia. The American Foundation for Overseas Blind and the International Society for the Welfare of Cripples have also actively co-operated in field projects.

Social aspects of migration

In view of the difficulties encountered by interested inter-governmental and non-governmental organizations in carrying out and co-ordinating research on migration problems, particularly in the social field, a study of this question has been undertaken by the Technical Working Group on Migration of the Administrative Committee on Co-ordination and should be concluded during 1957.

The Conference of Plenipotentiaries on Maintenance Obligations, convened at Headquarters in May 1956, adopted on 20 June 1956 a Convention on the Recovery Abroad of Maintenance (see chapter VI, 5, (*f*) below.

Social defence

The Social Commission, at its eleventh session, recommended to the Economic and Social Council the adoption of resolutions approving the standard minimum rules for the treatment of prisoners as adopted by the First United Nations Congress on the Prevention of Crime and the Treatment of Offenders (Geneva, August 1955), and endorsing the recommendations made by the Congress on the selection and training of personnel for penal and correctional institutions, on open penal and correctional institutions, and on general principles concerning prison labour.

The Commission, taking note of the difficulties encountered by the Secretary-General in the implementation of the work programme in the field of social defence, requested him to convene in 1958 a meeting of the *Ad Hoc* Advisory Committee of Experts provided for in the annex to General Assembly resolution 415 (V) of 1 December 1950 and to call upon them to study the difficulties and to make recommendations on the future programme and policy of the United Nations in the field of social defence, as well as to advise the Secretary-General on the organization of the Second United Nations Congress on the Prevention of Crime and the Treatment of Offenders, to be held in 1960.

The third session of the European Consultative Group on the Prevention of Crime and the Treatment of Offenders was held in Geneva in August 1956, and dealt with the following questions: (1) types of offenders against whom society needs particular protection, that is, habitual offenders and abnormal offenders; and (2) young adult offenders. In addition to making recommendations on these subjects, the Group formed a working party to discuss them further. The working party will be organized in co-operation with the Council of Europe and will meet in Strasbourg in September 1957.

In 1954, the Asia and the Far East Seminar on the Prevention of Crime and the Treatment of Offenders had recommended the creation of a regional institute in the field of social defence with United Nations assistance. Following the Seminar, several Governments expressed interest in the project and negotiations have been started with a view to exploring the possibilities of establishing the institute in the region with the co-operation of the Governments concerned.

As in the past, periodic reports have been received from national correspondents in the field of social defence. Selected summaries of these reports are included in the *International Review of Criminal Policy*. The number of social defence correspondents totals 109, an increase of sixteen since the last report, appointed by forty-six Governments.

A preliminary comparative analysis of criminal statistics has been prepared, covering sixty-five countries and three types of offences, namely, criminal homicide, aggravated assault and robbery and burglary.

Ratifications and accessions to the Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others, approved by General Assembly resolution 317 (IV), now total nineteen.

Two issues of the *International Review of Criminal Policy* were published during the period under review. Each issue, as far as possible, is devoted to special topics in the field of social defence and the *Review* is increasingly used as a vehicle for disseminating United Nations technical studies in social defence. Bibliographical material as well as selected legislative information are included in the publication.

B. TECHNICAL ASSISTANCE ACTIVITIES

1. Expanded Programme of Technical Assistance for Economic Development

(*a*) Finances of the Programme

Pledges and payments

For the financial year 1956, seventy-seven Governments pledged a total of $28.8 million, as compared with $27.6 million in 1955, to support the operations of the Expanded Programme of Technical Assistance. This established new records, both in the total amount pledged and in the number of Governments contributing.

The increase in contributions during 1956, added to a sizeable carry-over from 1955 and payments on pledges due from previous years, gave the Programme a sounder financial base, and made possible a far more effective and a fuller implementation of the Programme than was possible in 1954 and 1955, when financial uncertainties kept performance considerably below the levels of the approved programmes.

Pledges towards 1957 operations to date again show an increase. Eighty Governments have already pledged a total of $30.8 million, thirty of these pledges representing an increase over the corresponding amounts in 1956. The rate of payment of contributions has also shown further improvement.

Utilization of currencies

During 1956, the various currencies contributed to the Programme were used more completely. Full assimilation of currencies within the country-programming procedure should be completed in 1958, in accordance with the views expressed by the Technical Assistance Committee and the Economic and Social Council. On the recommendation of TAC, the Council at its twenty-second session declared that, if an amount greater than the equivalent of $500,000 and greater than the total of the previous year's pledges in any currency remained uncommitted for the approved programme at the time of the pledging conference, such currency was not readily usable. The Council urged Governments to make, as far as possible, that part of their contribution exceeding the equivalent of $500,000 in the form of, or convertible into, readily usable currencies. It also established rules to be observed by the Technical Assistance Board and the participating organizations with respect to the use of contributions. This subject was later discussed by the Second Committee at the eleventh session of the General Assembly, and the Council is to consider it further at its summer session in 1957.

Working Capital and Reserve Fund

At the end of 1956, the Expanded Programme's Working Capital and Reserve Fund was brought up to $12 million as authorized by TAC. Legislative provisions governing the uses of the Fund were reviewed and amended, on the recommendation of TAB, to authorize advances to the participating organizations against firm pledges of contributions, on the understanding that these advances would be reimbursed as soon as receipts from contributions became available, as well as advances to finance commitments authorized by the Executive Chairman of TAB to meet urgent needs arising during the implementation of the annual programme. This will permit discontinuance of the "Contingency Fund", comprising some 5 per cent of the Programme's resources, which had been used during 1956 to meet these emergency requests.

(*b*) Operations

The 1956 and 1957 programmes

The year 1956 saw the implementation of the first annual programme of technical assistance which had been planned and approved in accordance with the new country-programming procedures laid down by the Economic and Social Council at the end of 1954. It was also the largest annual programme provided since the Expanded Programme was started in 1950. By the end of 1956, the Programme had incurred obligations totalling $30.5 million, of which $25.3 million represented direct project costs in less-developed countries and territories, $4 million higher than for 1955.

In 1956, the Expanded Programme provided technical assistance to 103 countries and territories. As in previous years, the assistance provided to Governments was predominantly in the form of services of experts in specialized fields; to a lesser extent, it took the form of fellowships and study grants, and of equipment and supplies for training and demonstration.

A total of 2,346 experts, or 238 more than in 1955, recruited from sixty-seven countries, was provided in some 100 countries and territories. More than one-quarter came from countries or territories which also received the services of foreign experts under the Programme. At the same time, 2,128 fellowships and worker-trainee awards were made to nationals of ninety-nine countries and territories. Some eighty-eight countries served as hosts and provided the necessary training facilities. Almost all the fellowships were awarded as integral parts of some broader based technical assistance projects.

During 1956, a sum of $3.3 million was obligated by the participating organizations for equipment and supplies, as compared with $2.3 million in 1955.

The regional distribution of technical assistance in 1956 was as follows: Africa, 8.9 per cent; Asia and the Far East, 32.5 per cent; Europe, 6.8 per cent; Latin America, 28.8 per cent; the Middle East, 19.6 per cent; and inter-regional projects, 3.4 per cent. These regional percentages remain close to those of previous years, but reflect additional assistance to countries which have recently gained independent status. Libya has been receiving a substantial amount of aid since the Programme, began, but in recent years, particularly in 1956 and 1957, increased assistance has been provided to Viet-Nam, Cambodia, Laos, the Sudan, Tunisia, Morocco and Ghana.

Under the new programming procedures used to plan 1956 operations, recipient Governments themselves draw up comprehensive requests, assigning priorities in the light of their own development plans. The Technical Assistance Board found that the most notable consequence of country programming in 1956 was the increase in projects which were directly linked to specific nation-wide or local development programmes.

The 1957 programme, as approved by TAC, calls for a total expenditure by the participating organizations and by TAB of approximately $32 million, of which $26 million would be spent on direct project costs.

Contingency authorizations

During 1956, the "Contingency Fund" provided programme flexibility by enabling the Executive Chairman of TAB to authorize funds to finance essential and urgent projects that could not have been foreseen at programming time. The use of contingency authorizations was particularly helpful in the case of newly independent countries which had just begun to formulate their economic and social development plans. The Executive Chairman continues to have authority during 1957 to authorize such special allocations, drawing on the Programme's Working Capital and Reserve Fund.

Regional and continuing projects

When TAC approved the 1956 programme of technical assistance in December 1955, particular attention was given to the percentage of regional projects. The Committee decided that TAB should limit regional projects to 10 per cent of the total field activities planned for 1957, although the Board might submit "specially promising regional projects" in excess of the 10 per cent limit for consideration by TAC. In approving the 1957 programme, TAC authorized regional projects to the extent of $250,000 beyond the 10 per cent limit. The Committee asked that the 10 per cent rule should be followed for 1958 planning purposes.

In 1956, 1,334 technical assistance projects were in operation. Of these 915, or 69 per cent, had been started in 1955 or earlier. These "continuing projects" accounted for as much as 85 per cent of the total field programme approved by TAC. The Committee took particular note of this high proportion and observed that undue emphasis on continuing projects might result in excessive rigidity in the programme as a whole. The Committee asked TAB to keep a watch on these projects to ascertain if their continuation was justified, and whether the responsibility for them could not be transferred gradually to Governments.

Evaluation

At its summer session in 1956, TAC, on the basis of reports by its Working Group on Evaluation, drew the attention of TAB, the participating organizations and recipient Governments to specific recommendations calling for further improvements in government co-ordination practices, the recruitment of experts by the organizations, programme continuity and operations, evaluation and reporting. The Committee requested that an evaluation of activities under the Expanded Programme should henceforth be a regular part of the annual report of TAB. The Economic and Social Council endorsed the recommendation of TAC that the specialized agencies should provide information with respect to these same points in their annual reports to the Council.

Consequently, the Board at the beginning of 1957 sent an evaluation questionnaire to each of its Resident Representatives. Their replies, and comments by the participating organizations, have been incorporated into a special "evaluation" chapter in the annual report of TAB for 1956.

A forward look. For the July 1956 meeting of TAC, TAB had prepared a study of the future perspectives of the Expanded Programme, entitled *A Forward Look*. The Board emphasized the inadequacy of present financial resources as compared with the demand for international technical assistance, and envisaged a conservative expansion in the level of the Programme over the next few years to an annual figure of $50 million. The report also assessed the present procedures for recruitment of experts, selection of fellows and other operational arrangements, and included descriptions of specific project achievements. The Committee drew the attention of Governments to the report and invited them to send comments and suggestions, which are to be before the Economic and Social Council at its July 1957 session.

(*c*) Administration

Administrative and operational services costs

With the increased resources of the Programme in 1956, several of the specialized agencies which had been unable to provide adequate headquarters servicing arrangements in 1954 and 1955 were able to place these arrangements on a much more effective basis in 1956. This involved some increases in both administrative and operational services costs although the ratio of these costs to total programme costs was reduced. In November 1956, the Administrative Review Group of TAC reviewed in detail the administrative and operational services costs which TAB was proposing for 1957. The Committee approved the estimates as presented, but asked that a reduction of administrative costs be sought in the future. The Committee also felt that the ratio of operational services costs to total programme costs should not be exceeded in subsequent years, and stressed the necessity for the greatest economy in operating the Programme.

Technical Assistance Board field offices

The field service of TAB continued to develop in 1956. The functions of the Resident Representatives

were further defined and their working relations with the Governments and participating organizations were improved by the new country-programming procedures. The number of field offices had increased by early 1957 to thirty-one, serving fifty countries, new offices having been established in Santiago (Chile), Addis Ababa, Buenos Aires, Lima and Khartoum.

Local costs

The arrangements by which recipient Governments meet a part of the local living costs of experts have now been extended from fifty-two recipient Governments participating in 1954 to eighty in 1957. In the same period, total assessments have increased from the equivalent of $US615,746 to $US2,570,420.

2. United Nations Programme of Technical Assistance

The United Nations is one of the eight organizations participating in the Expanded Programme of Technical Assistance for Economic Development and is a member of the Technical Assistance Board. In addition, it administers projects requested by Governments in response to General Assembly resolutions 200 (III), 418 (V) and 723 (VIII) dealing respectively with economic development, social welfare and public administration. For work under these three resolutions (often referred to as "The United Nations Regular Programme of Technical Assistance") a sum of slightly more than $1,700,000 is included in the United Nations budget for 1957. This is a little less than one-third of the sum expected to be spent by the United Nations on Expanded Programme projects during the same period. Whatever the source of funds, the programme is administered as an integrated whole and a detailed report on it was submitted to the Economic and Social Council at its twenty-second session, which took note of it with appreciation in resolution 623 (XXII).

In the same resolution, the Council gave approval to the emphasis laid by the Secretary-General in this report on technical assistance in public administration, and he was requested to provide the General Assembly at its eleventh session with documentation in support of a request for additional funds for this purpose. This was duly done, and the budget estimates approved for 1957 provide a substantially larger sum for technical assistance in public administration.

With these increased resources, it is intended not only to respond to the steadily and rapidly expanding requests from Governments for technical aid in public administration, but also to carry out the research envisaged in General Assembly resolution 723 (VIII). In particular, the experience gained in technical assistance missions should be analysed for the guidance of other Governments as well as those to which the missions were accredited.

The Economic and Social Council at its twenty-second session also endorsed a recommendation of the Technical Assistance Committee that the annual reports to the Council should provide information on the evaluation of technical assistance projects. It is generally agreed that evaluation is primarily a task for Governments and that, since technical assistance projects are usually only a part of larger national development programmes, it is rarely possible to measure their results with statistical precision. Nevertheless, much information reaches the Secretariat bearing on success or failure and procedures are being devised for the orderly collection of this material and for putting it to practical use.

Technical assistance is requested, and has been rendered, in almost every major field that is within the purview of the Council. Because of this, several references to technical assistance projects will be found under other subject headings in the present report. The relevance of technical assistance, nearly always implicit in the debates of the Council, is from time to time made explicit in its resolutions as, for example, in those dealing with resource surveys and with narcotic drugs at the twenty-second session, and with co-operatives and land reform at the twenty-third session.

With the introduction of the programme of advisory services in the field of human rights (General Assembly resolution 926 (X)) it has been found economical to extend to the new programme the administrative facilities already existing for technical assistance work.

As in previous years, the United Nations has administered technical assistance projects in association with the International Telecommunication Union, the Universal Postal Union and the World Meteorological Organization. No serious practical difficulty has arisen through the professionally concerned organization being in Europe and the administering one being in America, and the co-ordination has proved both economical and convenient.

No detailed account of technical assistance projects is given here as they are fully described in other reports submitted to the General Assembly or to the Economic and Social Council.

C. UNITED NATIONS CHILDREN'S FUND

Aid from the United Nations Children's Fund is increasingly being sought by Governments of underdeveloped countries for programmes designed to provide enduring benefits to their children. UNICEF is currently aiding over 300 programmes in over 100 countries and territories. In 1956, some 30 million children and nursing and pregnant mothers benefited from UNICEF-aided programmes; in 1957, the number is expected to exceed 45 million.

In view of the immense unmet needs of children, the role of UNICEF, apart from emergency aid, must necessarily be regarded primarily in terms of its catalytic effect on government programmes dealing with urgent problems affecting children. Aid is confined to programmes which give promise, both technically and administratively, of yielding substantial results. In the main, aid has been given for campaigns against diseases such as malaria, tuberculosis, yaws, trachoma and leprosy; for the establishment of elementary maternal and child welfare services, primarily in rural areas; and for the improvement of child nutrition. Although aid continues to be given for specific programmes, the trend is more and more to view these programmes as they are related to broader health and nutrition activities within the country; in terms of their potential social and economic repercussions; and, whenever posible, as a co-ordinated part of larger national development efforts.

The serious effect of certain major endemic diseases on the health of children is a basic reason for UNICEF aid for large-scale disease control campaigns. Equally important is the recognition of the fact that, unless these diseases are cleared away, the demands upon maternal and child welfare services for curative care will be so pressing as to preclude attention being given to the general health of the mother and child, the prevention of further illness, and the attainment of good health. In many areas, the heavy economic drain of endemic diseases virtually precludes adequate financing of permanent health services. The control or elimination of major endemic diseases is often a pre-condition, not only for effective permanent health services, but for many other types of economic and social action to improve the family and community environment in which the children grow.

The United Nations Children's Fund, in close collaboration with the World Health Organization, the Food and Agriculture Organization and the Bureau of Social Affairs of the United Nations Secretariat has a basic interest in helping countries to create an organizational structure capable of carrying on broad action on behalf of children. The beneficial effects of large-scale campaigns against specific diseases can only be retained if their gains are continued through permanent health and social services. Therefore, increasing emphasis is being placed on including this objective in the original planning of campaigns, and on starting as early as possible to lay a solid basis for permanent post-campaign activities. Usually, this requires strengthening the development of permanent health and social services concurrently with the campaign activities.

Maternal and child welfare services are an essential part of this development. UNICEF has been encouraging aid to programmes where the goal is an integration of maternal and child health into the local, provincial and national health organization, and where there is co-ordination of child health services with those available for children through education, social welfare, nutrition and agriculture extension channels. In some instances, such as in India, Kenya, the Philippines and Uganda, aid is given for maternal and child welfare as an essential element in community development programmes.

The balance between various types of programme aid is a matter for periodic review by the UNICEF Executive Board. The Board has decided to make a relatively large financial effort to aid Governments in an intensified struggle against malaria. In 1957, it expects to allocate about $9 million for this work and in 1958 and 1959 only slightly lesser amounts. At the same time, the Board is aware of the need for pressing forward with other types of essential work. It will continue to give particular encouragement to maternal and child welfare and, in this connexion, is focusing increasing attention on helping to overcome one of the chief obstacles to expansion, namely, the shortage of trained staff. The great need for additional practical action to improve child nutrition in under-developed areas is similarly engaging the attention of the Board. Progress has been made in the last year and several hopeful avenues are now being actively explored. In addition, UNICEF is looking forward to significant new possibilities in the fields of trachoma and tuberculosis as a result of technical advances and the analysis of previous successful experience.

Allocations in 1956 totalled $22.4 milion. The Executive Director has estimated that, by 1960, UNICEF could usefully allocate a sum of $30 million annually if resources were available. Since the number of contributing Governments, which totalled eighty-one in 1956, cannot be expected to rise much in the future, it is obvious that increased support from present contributors is required.

D. OFFICE OF THE UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES

In addition to his current task of international protection of refugees and to carrying out the programme of the United Nations Refugee Fund, the High Commissioner has been faced with the considerable problem of Hungarian refugees.

In accordance with General Assembly resolutions 1006 (ES-II) and 1129 (XI), the Office of the High Commissioner has co-ordinated emergency relief and care and maintenance for these refugees and has, in conjunction with the Secretary-General, made appeals to Governments for resettlement opportunities and financial assistance for them. Further details of action taken by the High Commissioner on this problem will be found in chapter II of the present report.

(*a*) International protection

Legal protection

The Office of the High Commissioner has continued, in the exercise of its function of international protection, to work for the improvement of the legal position of refugees by encouraging States to accede to the 1951 Convention relating to the Status of Refugees and by supervising its implementation, as well as by endeavouring to obtain the inclusion in other inter-governmental legal instruments of clauses for the benefit of refugees.

Since the last report of the Secretary-General, the 1951 Convention, which entered into force on 22 April 1954, has been ratified by Ireland (on 30 November 1956) and by Liechtenstein (on 8 March 1957). The Government of Morocco made a declaration to the Secretary-General on 7 November 1956 to the effect that it assumed the obligations arising from the ratification of the 1951 Convention by the French Government, and that it considered itself therefore a party to the Convention. The number of parties to the Convention has thus reached twenty-one.

In general, the countries which have granted asylum to refugees from Hungary have accorded to them the benefits which they have undertaken to grant to refugees under the 1951 Convention and, in some cases, they have given these refugees special facilities with regard to the right of employment.

The High Commissioner's Office has also continued to advise Governments on provisions to be included in national legislation for the benefit of refugees. The branch offices in the main countries of residence of refugees have maintained contact with the authorities of those countries in order to protect the interests of the refugees in such matters as admission and expulsion, right to employment, facilitation of travel, social security and naturalization.

In most European countries where the High Commissioner has a branch office, his representatives co-operate with the governmental authorities in determining the eligibility of refugees for the benefits of the 1951

Convention and are notified and consulted when a refugee is refused the right to stay in the country.

Promotion of voluntary repatriation

In accordance with the terms of the statute and provision of General Assembly resolution 925 (X) of 25 October 1955, the High Commissioner has continued to apply due safeguards to ensure the protection of those refugees who are considering repatriation. At his request, the countries of residence of refugees inform the UNHCR branch offices of any intended visit of a repatriation mission and invite them to send a representative to accompany the mission as a neutral observer to see that no undue influence is exercised on the refugees from any side.

When branch offices become aware of refugees who wish to be repatriated, efforts are made to bring them into contact with the appropriate authorities of their country of origin. Considerable attention has thus been given to a number of individual cases.

According to information received by the High Commissioner's Office, it is estimated that some 2,700 refugees within the mandate, excluding new refugees from Hungary, returned to their countries of origin in 1956. The majority were repatriated from China, Germany and Austria.

Promotion of admission and resettlement

There has been a considerable increase during the last year in the number of refugees within the mandate of UNHCR who were able to emigrate. Excluding the new Hungarian refugees, the number of refugees who emigrated under the auspices of the Inter-Governmental Committee for European Migration during 1956 amounted to 36,531, or over 80 per cent more than during the previous year. The main countries of overseas resettlement were Australia, Canada and the United States of America.

The increase may be attributed principally to accelerated implementation of the United States Refugee Relief Act, which expired on 31 December 1956, and to the development of intra-European migration schemes, particularly those of the Governments of Belgium and Sweden, for refugees who are unable, because of physical or social handicaps, to participate in normal migration programmes.

(*b*) Implementation of the UNREF programme

The $16 million programme of the United Nations Refugee Fund for permanent solutions and emergency aid, authorized by General Assembly resolution 832 (IX) of 21 October 1954, has now been in operation for two years. Nearly all the projects in the UNREF plan of operations for 1955 have been completed, the greater part of the revised plan of operations (1956) is in the course of implementation, and a start has been made on projects in the revised plan of operations (1957). As of 1 May 1957, projects in an amount of over $6,150,000 had been put into effect.

As of 1 April 1957, 29,414 refugees had benefited from projects within the UNREF programme, including 10,573 who are now firmly settled. In accordance with the policy laid down by the UNREF Executive Committee, the emphasis has been placed on refugees in camps, the majority of whom are in Austria and Germany. Revised estimates show that the number of refugees in camps in Austria, Germany, Greece and Italy, where the major part of the UNREF programme is being carried out, had been reduced from 84,750 on 1 January 1955 to 50,330 on 1 January 1957.

It is feared, nevertheless, that the programme cannot be completed by the end of 1958. This is due partly to the shortfall of $2,700,000 in governmental contributions to the Fund, partly to the effect of the Hungarian refugee emergency on the implementation of the programme, and partly to technical difficulties inherent in the implementation of this kind of programme. To meet the shortfall, the UNREF Executive Committee decided that the amount of $2,700,000 should be added to the target for governmental contributions in 1957, thus bringing it to approximately $7,100,000, while at the same time taking over into the revised plan of operations (1957) the unimplemented projects of the revised plan of operations (1956).

As of 1 June 1957, $3,604,373 had been contributed to UNREF from governmental sources for the fiscal year 1957.

Upon the request of the UNREF Executive Committee, a report was submitted to the Committee at its fifth session containing a reappraisal of the UNREF programme in the light of past experience and future anticipated needs. This report showed that, even if the estimated shortfall of $2,700,000 in governmental contributions were made up before the termination of the UNREF programme in December 1958, a further amount of $4,800,000 would be necessary to achieve permanent solutions for refugees still living in camps at that time and not eligible for assistance under other international programmes.

To achieve a solution of this problem, the UNREF Executive Committee considered the possibility of recommending that the UNREF programme should be intensified during the remaining period of its existence or be prolonged beyond December 1958, and decided to reconsider this matter at a special session to be held in July 1957. The Committee also noted that, apart from the problem of the remaining refugee camp population, there would still remain, at the end of the present UNREF programme, the problems of non-settled refugees living outside camps, of refugees of European origin in China and of refugees in the category of difficult cases.

(*c*) Review by the General Assembly of arrangements for the Office of the High Commissioner

A report on this item was considered by the UNREF Executive Committee in its advisory capacity. The Committee unanimously decided to recommend that the Office of UNHCR should be continued for a further period beyond 31 December 1958, most delegations preferring a five-year period under similar conditions to those laid down in General Assembly resolution 727 (VIII) of 23 October 1953, and that provision should be made for a further review of the arrangements at least one year before the expiration of the extension finally decided upon by the General Assembly.

E. QUESTIONS OF CO-ORDINATION AND RELATIONS WITH SPECIALIZED AGENCIES

At its twenty-second session, as in the case of its summer session in 1955, the Economic and Social Council undertook a general review of the develop-

ment and co-ordination of the economic, social and human rights programmes and activities of the United Nations and the specialized agencies as a whole. The debate in the Council and the resolutions adopted by it in this connexion were reported to the General Assembly at the latter's eleventh session.

(*a*) Development and co-ordination of programmes

In the reports resulting from its meetings in October 1956 and May 1957, the Administrative Committee on Co-ordination has recorded a number of developments in the field of inter-agency co-operation. These reports are to be considered by the Council at its twenty-fourth session.

Consultations have been held within the framework of ACC on the work of the United Nations and the specialized agencies in the field of peaceful uses of atomic energy. These consultations have dealt in particular with the arrangements for the proposed second international conference on the peaceful uses of atomic energy, which is expected to meet in September 1958, and the question of relations between the United Nations and the specialized agencies concerned, on the one hand, and the proposed International Atomic Energy Agency, on the other.

Consultations have likewise been held with the specialized agencies on a number of subjects of common interest in the economic and social fields, such as co-operatives and small-scale industries; water resource development and utilization, including the establishment of a panel of experts on integrated river basin development; living and working conditions of indigenous peoples; possibilities of a world food reserve; community development; housing, building and planning; urbanization; long-range activities for children; studies and research activities and inter-agency co-operation and collaboration with non-governmental organizations in the field of migration; conditions required for effective concerted action on broad programmes; and preparation of the report on progress in the Non-Self-Governing Territories requested by the General Assembly at its eleventh session.

Consultations have also taken place in order to ensure co-ordinated participation in the Brussels Universal and International Exhibition of 1958 and to improve publicity for international economic and social work by means of closer operational contacts and consultations between national information services and the information services of the United Nations and the specialized agencies. In addition, there have been inter-agency consultations in connexion with the review of salaries and allowances carried out by the Salary Review Committee appointed by the General Assembly at its tenth session, and on related pay and personnel problems concerning which the Committee had recommended that it would be advisable to seek the advice and assistance of the International Civil Service Advisory Board and of outside experts.

The Administrative Committee on Co-ordination has also reviewed the developments of the Expanded Programme of Technical Assistance in the light of oral reports by the Executive Chairman of the Technical Assistance Board, and has reported on activities involving co-operation between the United Nations and the specialized agencies in connexion with the emergency situations in the Middle East and Hungary.

(*b*) Agreement with the International Finance Corporation

At its resumed twenty-second session, the Economic and Social Council was informed that the International Bank for Reconstruction and Development had been authorized and requested by the Board of Directors of the International Finance Corporation to negotiate an agreement with the United Nations on terms substantially corresponding to the terms of the Agreement between the United Nations and the Bank. The Council requested the President of the Council to negotiate with the appropriate authorities of the Bank an agreement for the purpose of bringing the Corporation into relationship with the United Nations; the negotiations between the President of the Council and a Vice-President of the Bank resulted in an agreement, which was approved by the Council and communicated to the General Assembly with the Council's recommendation that it be approved by the Assembly at its eleventh session. The Agreement was approved by the Board of Governors of the Bank and the Board of Governors of IFC on 31 January 1957 and by the General Assembly on 20 February 1957. In accordance with the provisions of the Agreement, it came into force on the latter date.

(*c*) An international administrative service

In pursuance to a request by the Council at its twenty-third session, the Secretary-General has prepared a memorandum concerning an international administrative service, for submission to the Council at its twenty-fourth session. In this memorandum, the Secretary-General has envisaged a career service under international responsibility for qualified men and women of any nationality "who are prepared to . . . work in the less-developed countries of the world as public officials integrated in the national administration of these countries while maintaining their international status". After making a survey of the existing international programmes in public administration within the United Nations and the specialized agencies, the memorandum sets forth the need for a new approach to the question in order to meet the immediate problem of shortage of experienced administrative officials. In the proposed service, the administrators should be responsible to the Governments to which they are assigned in the performance of their duties. The aim would be to provide not "experts" in any narrow sense of the term, but experienced administrators versatile enough to occupy with distinction positions of responsibility of many types and in many different areas of civil administration. The paper likewise contains suggestions regarding recruitment and conditions of service, organization and method of operation and initial arrangements, and shows the links between such an international civil administrative service and existing or proposed training schemes as well as national, regional and international training projects.

Chapter V

QUESTIONS CONCERNING TRUSTEESHIP AND NON-SELF-GOVERNING TERRITORIES

A. TRUST TERRITORIES

1. Operation of the International Trusteeship System

(*a*) General

The outstanding event in the functioning of the International Trusteeship System during the period under review was the attainment of the objectives of trusteeship by the peoples of one of the Trust Territories. At midnight on 5-6 March 1957, the moment when the Gold Coast assumed independent statehood as Ghana, the Trust Territory of Togoland under British administration became the eastern part of the new State, and its slightly fewer than half a million inhabitants became fellow citizens with the neighbouring peoples with whom they had been administered in close association since the First World War.

The event was a significant one in many ways. It was of particular importance, not only in the sense that this was the first of the eleven Trust Territories to attain the goal set for it by the Trusteeship System, but also in the manner in which its ties with the system were brought to an end—through a series of measures determined in consultation between the General Assembly and the Administering Authority concerned, including notably a plebiscite of the population held under conditions agreed upon in advance between these two parties and supervised at all stages by the United Nations.

The nature of these various measures, and the discussions regarding them in the Assembly and the Trusteeship Council, tended to indicate, at least in a general way, the circumstances in which the United Nations might be willing to consider and eventually approve the termination of trusteeship in other cases. Another case was in fact put forward during the same period by a second Administering Authority, France, which proposed the termination of the Trusteeship Agreement for Togoland under French administration (see section A. 3 (1) (*a*) below). It explained that it did so on the basis of further political reforms which, in its belief, satisfied both the requirements of the Trusteeship System and the aspirations of the overwhelming majority of the population concerned; but neither the Council nor the Assembly proved able to agree that the conditions under which the termination of the agreement could be supported had as yet been established. The proposal was not pressed, at least for the time being, after the Assembly, while recognizing that a very significant step had in fact been taken in the achievement of the objectives of trusteeship, had, at the invitation of the Administering Authority, decided to send a commission to the Territory to examine the situation (resolution 1046 (XI)).

These two Togoland cases, besides having an importance of their own, reflect the accelerating trend among the still dependent peoples, especially in Africa, towards achieving the capacity and the opportunity to manage their own affairs. Other Trust Territories have found themselves affected in varying degrees by this trend. Chosen leaders of public opinion in the Cameroons under British administration have been preparing during the period to take part in a representative conference to review the Constitution of Nigeria, the Trust Territory being administered as an integral part of Nigeria. In the Cameroons under French administration, the first major political changes since 1946 have been incorporated in a new statute introduced after consultation with an assembly elected by universal suffrage.

Among the three East African Trust Territories, Somaliland under Italian administration has retained its leading place in the field of political advancement; now enjoying a very large measure of internal political autonomy, the Territory has made further efforts to clarify its economic outlook in preparation for the grant of independence by 1960. Tanganyika and Ruanda-Urundi, where more than one-half of the populations under trusteeship are concentrated, show steady progress. In the Pacific area, where the remaining four Trust Territories lie, special interest has been taken in the formulation of a time-table for the establishment of cabinet government in Western Samoa and in the problem of the future of the Nauruan people.

(*b*) Sessions of the Trusteeship Council and of the General Assembly

The main burden of detailed surveillance of conditions in the Trust Territories—through the examination of annual reports and petitions and the organization of visiting missions—has fallen, as in the past, on the Trusteeship Council. The Council completed its eighteenth session on 14 August 1956, having been concerned principally with Somaliland and the Pacific Territories, and also the questions of the future of the two Togolands. Between 10 December 1956 and 31 January 1957 it held a sixth special session of six meetings, mainly to consider further the question of the future of Togoland under French administration. At

its nineteenth regular session, consisting of forty-two meetings between 14 March and 15 May 1957, the Council dealt particularly with the African Trust Territories other than Somaliland and Tanganyika, while at its current twentieth session, which began on 20 May, it is concerned with these latter Territories and with those in the Pacific.

During the regular sessions, the examination of petitions continued to be an increasingly onerous responsibility of the Council and of its Standing Committee on Petitions. In fact, the flow of petitions has so increased that the Council has found itself obliged to postpone examination of a large number of them from one session to the next. The influx of new petitions, added to those carried forward, has confronted it at each session with a very heavy agenda. At its nineteenth session, for example, the Council had before it 1,596 petitions and communications. Of these, 539 dealt with general questions which were taken into account when the Council examined the annual reports on the administration of the Trust Territories concerned. The remaining 1,057, to which the established procedure was applied, were referred to the Standing Committee on Petitions, which examined only 62 and subsequently recommended that the examination of the remaining 995 should be postponed until the twentieth session. At the present session, the Council has before it a total of 1,215 petitions.

The increase in the number of petitions received has been due in large measure to political developments in the West African Trust Territories. During the period under review, as for some time in the past, the bulk of petitions and communications concerned the Cameroons under French administration. A further burden was imposed on the Council, as well as on the Secretariat, as a result of the receipt of some 4,500 additional communications which had in the first instance been addressed to the eleventh session of the General Assembly. At the beginning of the Council's nineteenth session, the Secretary-General drew attention to the fact that the circulation of these communications in accordance with existing rules would require a very long time, and that the resulting delay might seriously hamper the exercise of the right of petition. Subsequently, the Council appointed a committee of two to study the communications in question; the Committee prepared a summary of the substance of the communications indicating that they concerned important political issues of an urgent character and, at its suggestion, the Council decided to take these questions into account during its examination of the annual report on the Cameroons under French administration.

The Council decided, at the same session, in recognition of the need to review in particular the situation created by the large influx of petitions and at the same time to safeguard the right of petition, to establish a committee to review procedures regarding petitions, and requested it to report at the twentieth session.

Hearings were granted by the Council at its nineteenth session to representatives of political groups in both the Cameroons and in Togoland under French administration. During the period under review, it has also made the necessary arrangements for a visiting mission to East Africa, thus beginning the fourth cycle of periodic visits to the Trust Territories.

The Assembly, at its eleventh session, carried out its usual annual review of the operation of the Trusteeship System, basing itself mainly on the reports of the Council and devoting particular attention to the questions of the future of the two Togolands. On these matters, which are dealt with in section A. 3 (1) (*a*), the Fourth Committee again granted hearings to the representatives of the principal political parties involved. It granted hearings as well to representatives of African political groups in Tanganyika and in the Cameroons under French administration, and adopted a resolution in each case. A problem which had previously concerned the Committee—namely, the difficulties experienced by certain petitioners in the two Cameroons in obtaining travel documents—once more arose, and was discussed in the light, among other considerations, of a memorandum prepared by the Secretary-General at the Committee's request. In resolution 1062 (XI), the Assembly, expressing the opinion that the exercise of the right of oral petition by the inhabitants of Trust Territories should be facilitated, invited the Administering Members concerned to grant travel documents to petitioners to enable them to appear before the proper organs of the United Nations when granted hearings, and to return thereafter to their places of residence.

On a matter of wider scope the General Assembly, in resolution 1064 (XI), reaffirmed in effect its desire to see time limits indicated for the achievement by all Trust Territories of self-government or independence, and renewed its previous invitation to the Administering Authorities to submit estimates of the time required. Among the considerations mentioned were the fact that independence had been envisaged for Somaliland by 1960 and for Togoland under British administration—through union with an independent Gold Coast—in 1957. The Assembly listed five other Trust Territories in respect of which it recommended the Administering Authorities to take the necessary measures to ensure the achievement of self-government or independence at an early date: namely, Tanganyika, Cameroons under British administration, Cameroons under French administration, Togoland under French administration and Ruanda-Urundi.

The General Assembly also adopted resolutions dealing further with scholarships and training facilities initiated by it for students from Trust Territories and the question of the frontier between Somaliland and Ethiopia.

2. Termination of the Trusteeship Agreement for Togoland under British administration

The plebiscite held under United Nations supervision in Togoland under British administration in May 1956, in order to ascertain the wishes of the inhabitants in the light of the impending grant of independence to the Gold Coast, produced an over-all result of 93,095 votes (58 per cent) in favour of union with an independent Gold Coast and 67,492 votes (42 per cent) in favour of separation of the Territory from the Gold Coast and its continuance under trusteeship pending the ultimate determination of its political future.

The results of the plebiscite were brought before the Truteeship Council at its eighteenth session in the reports of the United Nations Plebiscite Commissioner and of the Plebiscite Administrator appointed by the Administering Authority. The reports contained de-

tailed descriptions of every phase of the consultation, and the Plebiscite Commissioner submitted the conclusion that the plebiscite had been held in an atmosphere of absolute freedom, impartiality and fairness and had been excellently organized and conducted.

The Administering Authority expressed to the Council the opinion that the result showed that a clear majority in the Territory as a whole favoured union with an independent Gold Coast, a majority vote in favour of separation having been recorded in only two of the six districts. The only right and practicable course of action was for the Council and the General Assembly, accordingly, to request the Administering Authority to make all the necessary preparations for the termination of the Trusteeship Agreement and the union of the Territory with the Gold Coast as soon as the latter attained independence, which was indicated as imminent.

The Council addressed to the Assembly a resolution in this sense. When the question came before the Fourth Committee at the eleventh session of the Assembly, the representative of the United Kingdom announced that, subject to parliamentary approval, the Gold Coast would attain independence on 6 March 1957. Information concerning the constitutional proposals was also made available, including the fact that a unitary, parliamentay State was envisaged in which the approximately 430,000 inhabitants of Togoland would have identical status with those of the Gold Coast. Hearings were again granted to spokesmen of two of the principal political parties in Togoland under British administration, as well as to those of the Ewe unification movement and two other parties in Togoland under French administration.

In resolution 1044 (XI) of 13 December 1956, the Assembly expressed its approval of the union of Togoland under British administration with an independent Gold Coast, and accordingly invited the Administering Authority to take such steps as were necessary to this end; resolved, with the agreement of the Administering Authority, that on the date on which the Gold Coast became independent and union with the Trust Territory took place, the Trusteeship Agreement should cease to be in force, the objectives of trusteeship having been achieved; and requested the Government of the United Kingdom to notify the Secretary-General, and the latter in turn to notify all members of the United Nations and also the Trusteeship Council, as soon as union had been effected.

By a letter dated 6 March 1957, the United Kingdom Government informed the Secretary-General that, with effect from midnight of 5-6 March 1957, under the terms of the Ghana Independence Act, the territories previously comprised in the Gold Coast had become the independent State of Ghana, and union of the former Trust Territory of Togoland under British administration with Ghana had taken place at the same time.

The Trusteeship Agreement thus ceased to be in force and the competence of the United Nations in respect of the former Trust Territory came to an end. In the absence of arrangements for active supervision during the period remaining after 13 December 1956, the most recent annual report on the administration of the Territory (that for 1955) and a small number of petitions concerning the Territory were not examined.

3. Conditions in the Trust Territories

(1) Trust Territories in West Africa

(*a*) Togoland under French administration

The Administering Authority informed the Trusteeship Council on 30 July 1956 of the recent enactment of a law which, *inter alia,* authorized the French Government to promulgate by decree, after consultation with the Territorial Assembly of Togoland, a statute conforming with the objectives laid down in the Trusteeship Agreement and, at an appropriate time, to hold a referendum in which the inhabitants would have an opportunity of choosing between the statute and the continuance of the Trusteeship System. The draft statute, according to the Administering Authority, guaranteed the territorial, administrative and financial autonomy of Togoland and gave its people access to the full management of their own affairs, while continuing, for the management of common affairs, and in accordance with the wishes which had already been expressed by the Territorial Assembly, to give them representation in the French Parliament and in the Assembly of the French Union.

In these circumstances, the French Government proposed to carry out during October 1956 the prescribed popular consultation under United Nations supervision, and invited the Council to make immediate arrangements to appoint a mission of observers to follow the operations of the referendum. However, a resolution to this end submitted by France failed, on two successive tie votes, to be adopted by the Council. The representative of France announced that the referendum would take place in any case; on 6 December 1956, the members of the Council were informed that the result of the referendum, held on 28 October, had shown a majority of the electors to be in favour of the new statute and the termination of the Trusteeship Agreement. The text of the statute, describing Togoland as an autonomous republic and defining the competence of its own institutions on the one hand and the French Republic on the other, was submitted at the same time. The French Government considered that the only solution that was fair to the inhabitants of Togoland was for the Council and the General Assembly to take into consideration the deep-seated aspirations which had been made manifest and to request the Administering Authority to take the necessary steps to terminate the Agreement.

These and other communications, including a report by the Referendum Administrator, were considered by the Council at its sixth special session and transmitted by it to the General Assembly without any recommendation. In the Fourth Committee the representative of France, as the Administering Authority concerned, reiterated the request of the Administering Authority for the termination of the Trusteeship Agreement. Petitioners representing all the political parties in the Territory were heard. In the course of the discussion the French delegation extended an invitation, at the initiative of the Togoland Government, for a United Nations mission of information to visit Togoland in order to observe at first hand how the new institutions were functioning; and it was stated subsequently that the French Government would be in a position to consider abandoning its request for the termination of trusteeship in 1957 if the further course of discussion and the substance of the resolutions adopted were acceptable to France.

The Assembly subsequently adopted resolution 1046 (XI), by which it considered with satisfaction that the extent of powers transferred to the Territory in consequence of the new political statute represented a very significant step in the achievement of the objectives stated in Article 76 of the Charter, and congratulated the population on the progress it had made in all fields. It resolved to despatch a commission of six members to examine the entire situation in the Territory resulting from the practical application of the statute and the conditions under which it was being applied, and to report to the Trusteeship Council, which was requested to study the question and report in turn to the Assembly at its twelfth session. In addition, the Assembly recommended that, in addition to such further reforms as the authorities concerned might deem appropriate, the Legislative Assembly of the Territory—into which the previous Territorial Assembly had been transformed—should be constituted as soon as possible by election on the basis of universal adult suffrage.

The Council, at its nineteenth session, examined the annual report on the administration of the Trust Territory for 1955, together with more recent information concerning notably the application and further evolution of the new statute, and the submissions of a petitioner on behalf of one of the political parties. It decided, however, to undertake a more detailed examination of the political advancement of the Territory when it received the report of the commission referred to above; consequently, it did not formulate any conclusions or recommendations on political matters at that stage. A draft resolution considered separately, and recommending early elections for the Legislative Assembly, failed of adoption as a result of two successive tie votes.

At the same time, the Council adopted a number of conclusions and recommendations on economic, social and educational matters, addressing to the Administering Authority expressions of satisfaction in some respects and in others its hopes or suggestions for the strengthening of the economy of the Territory, the improvement of the status of women, the expansion of medical services, and the further development of education at all levels.

(*b*) Cameroons under French administration

Under the same law enabling the grant of a new statute of Togoland under French administration in 1956, the Cameroons under French administration received in 1957 a statute basically similar as far as concerned the principal institutions established by it, the nature and extent of their powers, and the division of competences as between the Trust Territory and the French Republic. The circumstances in which the statute was formulated and applied, however, were different: in particular, elections by universal suffrage were held to elect a new Territorial Assembly for the purpose of examining the draft, and no question of terminating the Trusteeship Agreement on the basis of the statute has arisen.

The decree containing the new statute, published on 18 April 1957, was examined by the Trusteeship Council at its nineteenth session. It establishes the Cameroons as a "Trust State" (*Etat sous tutelle*) and provides it with a legislative assembly and a government responsible to that assembly. The Council commended the Administering Authority for what it regarded as an important step towards the attainment of self-government or independence, noting that a large measure of internal autonomy had been granted to the Territory and that Cameroons citizenship had been established for the indigenous inhabitants, who number more than three million.

The Council also noted with interest that, during the electoral campaign, those who were to become the leaders of the majority and minority groups in the new legislative assembly had expressed themselves in favour of independence as the ultimate goal for the Territory, although some had preferred a more complete and rapid evolution than others. It expressed approval of the introduction of universal suffrage and of the fact that the Territorial Assembly elected by this means had been consulted about the new statute. Among other observations, it noted with satisfaction that sixty Cameroonians had been appointed to high posts in the administration and that the introduction of the new statute made it possible to expedite the process of Africanization.

In the light of these developments, the Council recalled its previous recommendation that the the Administering Authority should indicate intermediate targets and dates for advancement in the various fields, and expressed the opinion that further measures for the development of the executive and legislative organs and the extension of their powers, as well as the training and appointment of indigenous persons for positions of responsibility in the administration, would be suitable targets in that sense. It recommended that the Administering Authority should consider implementing these measures accordingly.

Mindful of the disturbances in April and May of 1955, which it had discussed a year previously, the Council noted with regret that there had been disturbances in one region during the territorial elections at the end of 1956. It hoped that the observance of normal democratic practices by all sections of public opinion, as well as the introduction of clemency measures and, in particular, of proposed amnesty legislation relating to the 1955 events, would help to establish a climate of complete trust in the Territory. The Council had before it also General Assembly resolution 1067 (XI), adopted after a number of petitioners from the Cameroons had been heard expressing the hope that the Administering Authority would take all necessary measures to restore political activity to normal conditions and to bring to an end the tensions which had characterized the political life of the Territory.

The Council stressed the need for continued vigilance in order to ensure the development of a balanced and diversified economy in the Territory. It commended the Administering Authority for developing the saving habits of the population, providing credit facilities and increasing financial aid to agriculture, and hoped for an acceleration of the participation of Africans in all aspects of economic activity. It also asked for information as to the application of the European common market agreements to the Territory. Noting with interest the prospects of industrial development which were emerging through the use of hydroelectric power resources and aluminium production, it recommended that the Administering Authority should continue to encourage the technical training of Cameroons people.

The Council was anxious to see a homogeneous society developed in the Territory and felt that special

efforts were needed to improve the conditions of the Kirdi groups still living outside of the currents of modern life in the mountains of the Northern Cameroons. It again stressed the need to improve the status of women, praised the introduction of the number of family pensions and allowances, and was favourably impressed by the energy with which the Administering Authority was acting to improve rural housing.

The Council expressed satisfaction at the establishment of schools open to students of all races. Noting that nearly 500 Cameroons students held higher education scholarships in France, it hoped that the competent authorities would find it possible to consider the establishment in the relatively near future of a university in the Territory.

(c) Cameroons under British administration

Political conditions in the Cameroons unde British administration were considered by the Trusteeship Council at its nineteenth session in the light of an approaching event of possibly large significance to the future of this Trust Territory and its one-and-a-half million inhabitants, namely, a representative conference to review the provisions of the Nigerian Constitution, which applies also to the Cameroons. The conference, originally set for September 1956, had been postponed until May 1957, some weeks after the Council's examination of conditions in the Territory.

The Council reaffirmed that nothing should be done to prejudge the decisions which might be taken at the conference, and hoped that the results would throw light on the attainment by the Territory of the final objective of trusteeship and such steps as might be required to achieve it. The Council also expressed satisfaction at an assurance by the Administering Authority that the delegations to be sent by the Cameroons would be so composed as to represent adequately all principal trends of opinion in the Territory. It had learned that elections had recently been held in both the northern and southern areas—which are administered separately at the regional level—and that consultations had taken place among all the representative groups.

Certain improvements in the electoral systems applying in the two parts of the Cameroons were noted with approval, and the Council hoped that, as women came to play a more active part in the life of the community, the franchise might be broadened so as to provide eventually for universal suffrage. Among further reforms introduced at the local government level, the Council noted with particular interest the progressive adoption of the principle of elections by secret ballot.

The Council felt, however, that advancement was most urgently required in the economic and social fields. The Government of the Southern Cameroons had had to face a period of financial stringency, and had done so, by concentrating its available resources on basic development, in a manner which won the Council's congratulations. The initial success of the Government's efforts to encourage foreign private investment was also noted with gratification. The Council welcomed and encouraged recent steps to develop the production of tea, coffee and cotton, including the use of irrigation in the northern areas, and looked forward to the wider development of co-operative organization in the north.

Steady social progress was noted by the Council: it observed, in particular, that the social and religious cleavage between the different groups in the north was beginning to disappear; village, town and tribal unions were gaining influence, and community development was increasing in the south. Steady progress was also being made in improving the status of women. The allocation of additional funds for medical services in the north was noted with satisfaction.

There were some signs of improvement in the educational situation, but the Council felt that the situation still called for energetic action, especially in the more backward north. It noted that the number of students receiving higher education, though growing, was still relatively small, and remarked on the need to continue to give special attention to the training of teachers.

(2) Trust Territories in East Africa

(a) Somaliland under Italian administration

The rapid progress achieved by Somaliland towards attaining the independence prescribed for it by 1960 led the Trusteeship Council at its eighteenth session to commend the Administering Authority and the estimated one-and-a-quarter million people of the Trust Territory. Further progress has been reported to the Council, at its current twentieth session, by both the Administering Authority and the United Nations Advisory Council: the new Somaliland Government and Legislative Assembly have functioned satisfactorily and the replacement of Italian by Somali personnel in the administrative services has continued. Preparations are being made for the election in 1958 of the second Legislative Assembly, which will serve as a constituent assembly.

Two problems which have attracted special attention in the past—the question of the border of Somaliland with Ethiopia, and difficulties of economic development—continue to occupy foremost place in the concern of the United Nations for the future of the Territory. Both the Trusteeship Council at its eighteenth session and the General Assembly at its eleventh session pressed the Governments concerned to try to reach an early settlement of the border problem, the latter organ having underlined the urgency of the matter by recalling that, in accordance with the Trusteeship Agreement, the Administering Authority is required to submit before 2 June 1959 a plan for the orderly transfer of all functions of government to a duly constituted independent Somaliland Government. The Assembly expressed the opinion that, if the negotiations between Italy and Ethiopia should fail to achieve substantial results by the twelfth session, it would be necessary for them to avail themselves of the procedure laid down by the Assembly in resolution 392 (V) of 15 December 1950, which envisaged mediation as the next step in the event of disagreement.

The second problem, the economic future of the Territory, has become more clearly defined as a result of further studies and discussion. The initiative taken in the past by the Trusteeship Council and supported by the Assembly and by the Administering Authority led in the early part of 1956 to the despatch to the Territory of an expert survey mission of the International Bank for Reconstruction and Development, and the report of this mission, together with the views of both the Italian and the Somaliland Governments, has been under consideration by the Council at its twentieth session. The discussions have involved not only the carrying out of

immediate economic development plans but also the question of the Territory's need for the continued financial assistance after 1960.

The mission's main conclusions were that the Territory could not possibly increase its income from existing resources before 1960 sufficiently to eliminate the need for the assistance now given by Italy; the livestock industry provided the principal scope for long-run development but offered few prospects of quick or substantial rewards; opportunities for settled agriculture were limited; and outside assistance in the specialist or technical posts in public works, public health, education, agriculture and veterinary services would be needed long after the achievement of independence. The Council was informed that the Italian authorities and the officials of the Bank had jointly agreed that external financial assistance after 1960 should amount to a minimum of 32 million somalos (approximately £1.6 million sterling or $US 4.5 million) a year, of which 15 million somalos would serve to balance the ordinary budget, 10 million would be devoted to economic development and 7 million would cover the cost of technicians and experts to be hired directly by the Somaliland Government.

While the problem of financial assistance for the future independent State has thus been more precisely measured, although by no means resolved, the Council has at the same time been discussing particular aspects of the economy which appear susceptible of short- or long-term development. In this it has been assisted by the appraisals made by the Bank's mission of livestock, agricultural, fishing, industrial and mineral resources and by the forecasts of the Administering Authority. The possibility of developing an over-all programme of United Nations technical assistance has been raised and preliminary discussions have been arranged.

The Trusteeship Council has been assisted, as in the past, both by the annual report of the United Nations Advisory Council for Somaliland and by the presence of the members at its session. The Advisory Council has drawn attention to the fact that its function of aiding and advising the Administering Authority has been effected by the transfer of a large measure of legislative authority from the Administrator to the Legislative Assembly. The result has been that draft legislation has been submitted to the Advisory Council only after its approval by the Council of Ministers.

(*b*) Tanganyika

Conditions in Tanganyika, whose population of well over eight million makes it by far the largest of the Trust Territories, are to be examined at the current twentieth session of the Trusteeship Council.

During the period under review, the General Assembly itself has taken up a fundamental problem in the evolution of the Trust Territory: namely, the political implications of the fact that, in addition to the predominant African section of the population, estimated at more than eight million, there is a largely Asian immigrant group of some 90,000, and also a European group of some 25,000, including officials of the Administration, missionaries and a minority group of permanent settlers.

As previous reports have shown, the existence of these different racial groups has been reflected in the various stages of the constitutional development of Tanganyika. The present Constitution provides, in particular, for a legislature in which the non-official minority is made up of equal numbers of African, Asian and European members appointed by the Governor. While both the Administering Authority and the Council have regarded this "parity" arrangement as a transitional one, the former has emphasized that it is designed to last for a considerable period of time and the latter has for a number of years in succession looked forward to an increase in African representation in the legislature. The Council has also expressed the opinion that a more precise statement of the steps and manner in which self-government or independence is to be achieved would give the Trust Territory a stronger sense of purpose and direction in achieving its final goal.

During an oral hearing by the Fourth Committee of the General Assembly at the eleventh session, the leader of a Tanganyika African movement asked, in particular, that the Administering Authority should declare that the aim of its policy was to develop the Territory into a democratic State; that as an interim measure for the near future the Constitution should be so amended as to introduce parity of representation for Africans on the one hand and non-Africans on the other; and that universal suffrage on a common roll should be introduced. These views were noted and referred to the Administering Authority and the Council by the General Assembly in resolution 1065 (XI); at the same time, the Assembly recommended to the Administering Authority that it should consider making a statement on the policy it proposed to follow in Tanganyika and should, *inter alia,* include in it the principle that, in accordance with the principles of the International Trusteeship System, "the Territory shall be guided towards self-government or independence and shall become a democratic State in which all inhabitants have equal rights".

In addition to giving further attention to this matter at the present session, the Council will have before it information on recent developments in the Territory. These include proposals by the Administering Authority for the introduction of the first stage in the election of representative members to the legislature; progress in the development of the two political parties now claiming territory-wide influence; and an increase to nine in the number of town councils established under the relatively new local government system.

Information on economic development indicates a marked fall in public revenue during the second half of 1956, due principally to a decline in imports. The development of the co-operative movement has shown such further progress as to bring Tanganyika into the leading place in this respect among all British dependent territories. A major over-all plan for the increase of agricultural productivity has been projected; and a five-year development plan for medical services and another for African education have been approved subject to satisfactory financial arrangements.

(*c*) Ruanda-Urundi

The lines along which the four-and-one-half million people of Ruanda-Urundi may be led to self-government or independence remain less clearly drawn than in the case of the other African Trust Territories. Given the present state of evolution of the greater part of the population, the Administering Authority continues to see its task, in general terms, as that of assuring economic development; eliminating the threat of famine; developing the health services; making education available to all and resolving the other social problems; and,

finally, developing the moral, social and political consciousness of the Africans until they can be considered fully capable of conducting themselves according to the standards expected of a civilized people and thus of collaborating with other sections of the population in the progressive establishment of a government emanating directly from the inhabitants.

In these circumstances, the process of transfer of governmental authority and responsibility to local institutions was still at an elementary level when the Trusteeship Council examined conditions in the Territory at its nineteenth session. The Council noted with satisfaction some recent further advances: a reorganization of the Council of the Vice-Government-General—the territorial advisory body—with the effect of increasing the number of African members, and the successful introduction of adult male suffrage, exercised indirectly, for the constitution of councils of sub-chiefdoms. The Council hoped for a progressive extension of these measures, and expressed the opinion that the establishment of a central legislative organ and the universal use of direct elections would be appropriate subjects for the intermediate targets and target-dates for political development which it had previously recommended that the Administering Authority should indicate.

The economic and social development of Ruanda-Urundi continues to be subsidized to an important extent by the Administering Authority, by means of annual interest-free advances. The Council noted with satisfaction the progress achieved in such fields as soil conservation, drainage of marsh lands and co-operative development. It hoped that these advances would be followed by the rational development of the livestock industry, the resettlement of population from overcrowded areas, and increased agricultural development. It recommended a number of other measures aimed at strengthening and diversifying the economy and the role of the African population in industry and commerce as well as in agriculture.

The Council noted that the Administering Authority had improved the situation of the African population as regards freedom of movement—a matter of frequent criticism in the past—in particular, by easing internal passport regulations and by abolishing the curfew in all towns except the capital. It hoped that all restrictions would be completely removed as soon as possible. The Council felt that wages, although recently increased, were still low, and hoped that further steps would be taken to establish conditions enabling real wages to be substantially raised and employment opportunities increased. Noting that legally imposed forced labour no longer existed in the extra-customary centres, it hoped that the Administering Authority would find a means of abolishing the system of forced labour in the rest of the Territory.

The Council made several recommendations on the educational situation, especially in the direction of increasing the presently slow progress in secondary education, expanding teacher and vocational training, and developing a programme of systematic mass and adult education.

(3) Trust Territories in the Pacific

(*a*) Western Samoa

The time-table for the advancement of Western Samoa to a cabinet system of government in 1960, outlined in the previous report of the Secretary-General, was welcomed by the 1956 Visiting Mission and by the Trusteeship Council as a whole.

The latter, at its eighteenth session, noted with satisfaction the agreement reached between the Government of New Zealand and the representative institutions of the Trust Territory on the proposed series of constitutional developments. The Council hoped that continued collaboration would ensure the successful implementation of the programme by 1960 and the fulfilment of the aims of the Trusteeship System soon thereafter. In the meantime, it also hoped that the competence of the existing legislature would be enlarged by the progressive transfer to it of most of the subjects still reserved to the Administering Authority; that the Samoan people would come to accept universal suffrage; and that the training of Samoan public service personnel would be accelerated.

The essentially agricultural economy of the population of approximately 97,000 was again examined by the Council, which recommended that the Administering Authority should devote an even greater proportion of its efforts to economic development and to the framing, in co-operation with the Samoans, of a comprehensive long-range development programme. While judging the existing financial situation to be reasonably sound, the Council saw a need for continued study of ways and means of increasing and diversifying the sources of public income. It expressed satisfaction and approval of the intention of the New Zealand Government to transfer to the Government of Western Samoa in 1956 the valuable Reparations Estates, plantation lands seized from German ownership.

Other recommendations were adopted by the Council concerning the training of medical personnel and the desirability of enacting basic labour and social security legislation. It looked forward to the early adoption of a projected programme for the introduction of compulsory primary education, urged the Administering Authority to redouble its efforts to increase the enrolment in secondary schools, and recommended the establishment of a vocational training centre.

(*b*) New Guinea

New Guinea and its population of nearly one-and-one-quarter million were described by the 1956 Visiting Mission as representing a challenge and an opportunity perhaps without parallel in the history of underdeveloped dependent areas. The Mission explained that the bulk of the mainland peoples had had their first encounter with the outer world only recently; their large land area invited development on a scale not possible in the smaller islands of the Pacific; and, above all, they themselves were full of enthusiasm and goodwill, were willing to work hard and learn new ways, and were demanding immediate and spectacular material progress.

The Mission was concerned lest this wealth of enthusiasm might wane if development was not sufficiently rapid. The Administering Authority, already spending large amounts but not possessing unlimited resources, should not hesitate to invoke the assistance of the international community.

The Trusteeship Council, considering these views at its eighteenth session, and recognizing that the Administering Authority—which it had praised for its efforts—was in large part responsible for the people's desire

for development, encouraged it to utilize to the utmost their enthusiasm and goodwill, and expressed the hope that it would be able to provide the additional personnel, equipment and other assistance necessary to meet the increasing demands of the Territory.

The Council asked for further consideration of an increase in indigenous representation in the Legislative Council, which serves both New Guinea and the Australian territory of Papua and in which three of the twelve non-official members are indigenous persons, two being from the Trust Territory. It also hoped for the more rapid development of local government councils, and recommended that indigenous persons should be appointed to the district and town advisory councils presently formed entirely of non-indigenous members.

The Council returned to its previous argument in favour of comprehensive long-term development planning for the Territory by expressing the hope that the results of a current agricultural and pastoral resources survey would enable the Administering Authority to formulate such plans. It noted that the Administering Authority had substantially increased its direct financial grant to the Territory and that it was actively considering ways and means of increasing local revenue, including the imposition of direct taxation, a measure frequently recommended by the Council. It commended the Administering Authority for having established a comprehensive agricultural development programme and for the progress of the co-operative movement and of road development, and recommended continued extreme caution in the alienation and leasing of land.

The Council also made recommendations favouring the abolition of restrictions on movement in certain towns and the complete abolition of corporal punishment; the improvement of conditions of work; and the acceleration of the hospital building programme and, as a matter of urgency, the training of medical staff. It was glad to note the existence of a comprehensive school building programme, but made a number of recommendations on various aspects of the educational situation, including the desirability of establishing a full secondary school system within the Territory.

(*c*) Nauru

The problem of the future of this small Territory—whose indigenous inhabitants number only about 2,000—has continued to preoccupy the Trusteeship Council. It learned during the period under review that the estimated life of the phosphate deposits on which the island depends almost entirely had been reduced to approximately forty years as a result of proposals to increase production.

The 1956 Visiting Mission was informed, through the elected Nauruan Local Government Council, that there was a growing tendency among the people to favour resettlement in Australia rather than, as had previously been suggested, on an island somewhere in the New Guinea area. The Mission felt that, while the search for a new home continued, further investigation of the potential future development of Nauru itself should be intensified; but, in any event, a plan for the future should be agreed upon as early as possible.

The Council, at its eighteenth session, urged the Administering Authority to formulate at the earliest practicable date, and in consultation with the Nauruans, general plans for their possible resettlement. It endorsed a suggestion by the Visiting Mission that a continuous process of consultation should be ensured through the establishment of a standing joint consultative body consisting of representatives of the Administration and the Nauruans, with possible assistance from the British Phosphate Commissioners, who are exploiting the phosphate deposits.

Turning its attention to the existing conditions on the island, the Council noted the further development and experience of the Local Government Council, and reiterated its hope for the progressive development of a legislative organ. It commended and encouraged the Administering Authority in respect of measures taken to give Nauruans more responsible posts in the administration.

In the economic field, the Council adopted a number of conclusions and recommendations, on the one hand favouring further measures to ensure the fullest possible benefits being returned to the people from the exploitation of the phosphates and, on the other hand, encouraging the development of a fishing industry and the revival of the Nauruans' largely forgotten skills in agriculture. In social matters, the Council asked for every effort to be made in eliminating any possible discrimination between the various population groups. It commended the Administering Authority for removing the restrictions on movement at night by Nauruans and immigrant workers. It expressed satisfaction at further progress in the educational field, while hoping for the expansion of vocational training and secondary and higher education in particular.

(*d*) Trust Territory of the Pacific Islands

The Trusteeship Council is undertaking at its twentieth session its annual examination of conditions in the Trust Territory of the Pacific Islands, on which, since the Territory is designated as a strategic area, it reports to the Security Council. This Trust Territory is unique in another sense: its relatively small population of some 65,000 is scattered among many hundreds of islands which, in turn, are spread over an ocean area of some three million square miles.

When the Council last examined conditions there, at its eighteenth session, it had before it the report of the third Visiting Mission to the Territory, which drew attention to the difficulties which the distances separating the islands presented in the way of both co-ordinated development and the formation of any kind of territorial consciousness. The Council noted with satisfaction the over-all progress which had nevertheless been made and, in particular, commended the United States authorities for the excellent relationship which they had established with the people.

The displacement of some of the people of the Marshall Islands for the purpose of, or in consequence of, nuclear weapons tests in 1946, 1947 and 1954, led to problems of resettlement or compensation which have concerned the Council from time to time. The hope was expressed at the eighteenth session that the Administering Authority would be able to report this year that all the groups of displaced islanders had been satisfactorily readjusted to their new islands and living conditions; and, in fact, the Council has learned at its present session that appreciable progress has been made in settling not only the compensation of the displaced groups, but also the land claims of other parts of the population.

The Council noted at its eighteenth session that an organic act for the Territory, in which it had long

expressed an interest, was under study and might come into being by 1960. It concerned itself again with possible means of fostering, in the exceptionally difficult circumstances of the Territory, the growth of a territorial consciousness, and also reiterated its hope that it might be possible in the near future to move the headquarters of the Administration from the island of Guam to a place within the Territory. Progress made in establishing local political bodies and in granting charters to municipalities, the basic units of self-government, was noted with satisfaction, as was the further extension of the elective process.

The fact that four-fifths of the territorial budget still had to be met by contributions from the Administering Authority led the Council to express the hope that efforts would be continued to develop local resources by all possible means, such as the improvement of agriculture, the diversification of export crops—now limited almost entirely to copra—and the exploration of industrial possibilities. It recommended also that the Administering Authority should continue to recruit more and better qualified agricultural specialists, to co-ordinate its planning, to combat pests and plant diseases, and to expand extension activities. Industrial development was envisaged particularly in the fields of fisheries, manganese and bauxite mining, canning industries, trochus production and handicrafts.

The Administering Authority won praise for its success in improving general health conditions, and for its policy of staffing the medical services with Micronesians. The Council found educational policy suited to the needs of the Territory, but felt there was scope for increases in qualified American teaching staff, in expenditure on school buildings and equipment, and in opportunities for higher education.

Within the framework of the General Assembly resolutions which envisage the establishment of intermediate and final targets and dates for the advancement of Trust Territories towards self-government or independence, the Council noted with satisfaction that the Administering Authority had found it possible to set some intermediate target dates for future political development in the Territory, and recommended that it should continue to keep the Council informed of such targets and dates.

B. NON-SELF-GOVERNING TERRITORIES

1. Transmission of information under Article 73 e of the Charter

The Secretary-General has prepared for the twelfth session of the General Assembly summaries on conditions in the Non-Self-Governing Territories in respect of which information has been transmitted to him, covering the calendar year 1955 or the administrative year 1955-1956. The summaries will also be laid before the Committee on Information from Non-Self-Governing Territories at its eighth session, which will convene on 22 July 1957. Information has ceased to be transmitted on Morocco and Tunisia as a consequence of their attainment of independence and admission to membership in the United Nations.

As in previous years, the majority of Members transmitting information used as a guide the revised Standard Form which the General Assembly adopted by resolution 551 (VI) and amended by resolution 930 (X). Some Members also voluntarily transmitted information on government in accordance with resolutions 144 (II), 327 (IV) and 848 (IX).

Following the admission to the United Nations of sixteen new Members in December 1955, the Secretary-General, on 24 February 1956, addressed a communication to each of them, drawing attention to Chapter XI of the Charter and inviting them to inform him whether there were any Territories referred to in Article 73 for the administration of which any of the newly admitted Members was responsible (see section B. 3 (*b*) below).

Up to the present, the Secretary-General has received replies from the following fourteen Members to the effect that they do not administer Territories referred to in Article 73 of the Charter: Albania, Austria, Bulgaria, Cambodia, Ceylon, Finland, Hungary, Ireland, Italy, Laos, Libya, Nepal, Portugal and Romania.

After the admission of Japan, Morocco, the Sudan and Tunisia to membership in the United Nations, the Secretary-General's communication was also drawn to the attention of these countries.

2. Examination of information

(*a*) General

In the course of the discussions during the eleventh session of the General Assembly the Fourth Committee weighed the possibilities of improving the information transmitted under Article 73 e of the Charter. It was suggested that it might be useful to establish a subcommittee to examine the Standard Form and propose modifications, or that the Secretariat might prepare an analysis of the use made of the Standard Form by Members transmitting information.

At its seventh session in 1956, the Committee on Information had been informed that the published edition of the Secretary-General's printed summaries of information from Non-Self-Governing Territories would be replaced, in two years out of three, by fascicles produced by the offset process. The Fourth Committee considered that the new system should be regarded as an experiment without prejudice to the future, and invited the Secretary-General to prepare a report for the twelfth session of the Assembly showing the comparative costs of the various methods of reproducing the summaries of information so that the Assembly might make appropriate arrangements for the future. A resolution (1052 (XI)) reflecting these views was adopted by the General Assembly on 20 February 1957.

At its eighth session in 1957, the Committee on Information will give primary consideration to economic conditions and development in Non-Self-Governing Territories.

The terms of office of Burma and Guatemala having expired, the Fourth Committee, acting on behalf of the General Assembly, re-elected Guatemala and elected Ceylon as members of the Committee on Information for a period of three years.

(*b*) Educational conditions

At the eleventh session of the General Assembly, a considerable portion of the general debate on information from Non-Self-Governing Territories was devoted to educational conditions, based largely on the con-

sideration of the report on education transmitted by the Committee on Information with the recommendation that it be approved and transmitted to Members of the United Nations, to the Economic and Social Council, to the Trusteeship Council and to the specialized agencies concerned. The Fourth Committee approved a draft resolution to this effect, subsequently adopted by the Assembly, with an additional clause requesting the Administering Members to bring the report on education to the attention of the authorities responsible for education in the Territories administered by them (resolution 1048 (XI)).

Suggestions made in the Fourth Committee regarding educational conditions in Non-Self-Governing Territories to the effect that Administering Members should consider the formulation of plans with targets and dates for various aspects of educational development were reflected in a draft resolution approved by the Committee and adopted by the Assembly (1049 (XI)). The resolution recommends that Administering Members, in co-operation with the United Nations Educational, Scientific and Cultural Organization if necessary, consider the formulation of such plans, with targets and dates, including the establishment or extension of universal, free and compulsory primary education and general literacy. The resolution also invites Administering Members to include in their annual reports to the Secretary-General information on such plans, targets and dates, and the success achieved in their implementation.

A further draft resolution approved by the Fourth Committee and subsequently adopted by the General Assembly (1050 (XI)) recommends the intensification of efforts to establish local educational machinery, suggesting that local bodies might participate in the formulation and implementation of technical assistance programmes of the United Nations and the specialized agencies. The resolution also urges all Members of the United Nations to offer increased facilities and to simplify conditions for the granting of scholarships and other educational assistance.

(*c*) Economic and social conditions

Since the general debate in the Fourth Committee at the eleventh session was focused principally on educational conditions in Non-Self-Governing Territories, comments on economic and social conditions were brief.

The close relationship between all aspects of development and the objective of economic development, which aims at raising the standard of living of the inhabitants of Non-Self-Governing Territories, was again emphasized. In resolution 1050 (XI), referred to above, the Assembly stressed the importance of training the inhabitants of Non-Self-Governing Territories in the use of the tools of economic, social and political progress with a view to the attainment of a full measure of self-government, thereby reaffirming the views expressed in resolution 743 (VIII) to the effect that this aim can be best achieved through proper application of the process of education.

In the social field, several representatives referred to the desirability of the Administering Members taking positive steps to eradicate discrimination and to improve interracial co-operation.

At its 1956 session, the Committee on Information gave general approval to the proposals submitted to it by the Secretary-General concerning the preparation of studies in the social field which the Committee would consider in 1958.

In accordance with the wish expressed by the Committee to have a further opportunity of reviewing the programme of work on social conditions, the Secretary-General will lay before the Committee at its 1957 session a more detailed plan for such work in 1958.

3. General questions relating to the transmission of information under Article 73 e of the Charter

(*a*) Procedures for the consideration of communications relating to the cessation of information

In 1955, the question of procedures for the consideration of communications relating to the cessation of information had been referred to the Committee on Information at its 1956 session.

At the tenth session of the General Assembly, a draft resolution was submitted in the Fourth Committee suggesting that communications to the Secretary-General on the cessation of transmission of information should be referred directly to the General Assembly for examination and that the General Assembly should then decide the most appropriate method of reaching conclusions in the interests of the inhabitants of the Territory concerned.

At the eleventh session, the General Assembly adopted, on the recommendation of the Fourth Committee, resolution 1051 (XI), according to which, notwithstanding the provisions of resolution 448 (V), communications relating to the cessation of the transmission of information in respect of a Non-Self-Governing Territory transmitted to the Secretary-General should be referred directly to the Assembly, which would either adopt conclusions itself or refer points for study to a subordinate committee or take other measures.

(*b*) The question arising from the Secretary-General's letter dated 24 February 1956

At the request of the Fourth Committee, the text of the Secretary-General's letter of 24 February 1956 addressed to the Members admitted in December 1955 was laid before it, together with the replies received by that time. This led to a debate on the question of the transmission by the new Members of information under Article 73 e of the Charter. The debate centred principally on the question of the competence of the General Assembly to interpret the application of Chapter XI, numerous references being made to some overseas areas of Portugal. The following were the main general arguments advanced:

At the first part of the first session of the General Assembly, action had been taken by unanimous consent to provide for the implementation of Article 73 e of the Charter. Representatives of the Administering Members had joined with others in welcoming the inclusion in the Charter of principles which all colonial Powers would be required to observe. Following this action by the Assembly, the Secretary-General, on 29 June 1946, had drawn the attention of all the then Members of the United Nations to the provisions of Chapter XI and had invited them, *inter alia*, to enu-

merate any Territories for the administration of which they were responsible.

At the second part of the first session, the Fourth Committee had come to the conclusion that it should not attempt a definition of the term "Non-Self-Governing Territory" and the General Assembly had noted the enumeration of Territories as transmitted by the Administering Members. This did not mean that the enumeration was considered in any way exhaustive or that the Assembly had surrendered its rights to determine what territories should or should not be included. With the admission of new Members in 1955, some of which were believed to have responsibilities for the administration of Territories that had not yet attained a full measure of self-government, the whole question had been revived and required a solution by the General Assembly. It was, therefore, necessary to examine the replies of Members to the Secretary-General's communication of 1956 to ascertain the true situation in the light of the provisions of Chapter XI. The question was of vital importance from the point of view of international policy, ethics and law. It was a question that could be examined objectively, since it was generally recognized that colonialism was a system susceptible of such examination.

On the other hand, it was stated that the General Assembly in 1946 had not itself enumerated the Territories on which information would be transmitted under Article 73 e, but had accepted the enumeration as transmitted by the Administering Members concerned. It had, therefore, implicitly recognized that this enumeration was the sole responsibility of those Members and not of the Assembly. The constitutional situation of Members of the United Nations was not subject to examination by the Fourth Committee, which could only accept any explanations or statements made as a matter of courtesy by Members. Article 73 e provided for the transmission of information subject to such limitation as security and constitutional considerations might require. Where the constitution of a Member was of a unitary character, this provision excluded any parts of the unitary State from consideration under Chapter XI of the Charter. The raising of the question of the transmission of information in respect of the Members newly admitted to the Organization constituted an act of discrimination which was incompatible with the principle of the sovereign equality of all Members of the United Nations.

A number of representatives in the Fourth Committee considered that the question was so complex and important as to merit special further consideration. The Committee approved a draft resolution proposing that the Assembly should establish an *ad hoc* committee to study the provisions of Chapter XI of the Charter in the case of Members newly admitted to the United Nations and, in particular, the replies to the Secretary-General's letter of 24 February 1956.

During the discussion in plenary meeting, the sponsors of the draft resolution submitted a series of amendments intended to meet the contention that the text discriminated against new Members. The opponents of the resolution, however, argued that the question was important within the provisions of Article 18, paragraph 2, of the Charter and must be decided by a two-thirds majority. The General Assembly approved this interpretation, following which the amendments were withdrawn and the original draft resolution was put to the vote and was rejected.

4. Report on progress in Non-Self-Governing Territories

At its tenth session, the General Assembly expressed the opinion in resolution 932 (X) that an examination of the progress achieved in the Non-Self-Governing Territories since the establishment of the United Nations, based on information transmitted to the Secretary-General under Article 73 e of the Charter, would be highly desirable. The Secretary-General was invited to consult with the specialized agencies and to report at the eleventh session on the main points which might be useful in such an examination.

The Secretary-General informed the Assembly that the specialized agencies had offered their assistance were such a report to be prepared and that 1959 would be the earliest date the report could be available if the specialized agencies were to be able to contribute to the fullest extent.

The General Assembly adopted resolution 1053 (XI) expressing the opinion that the principal points indicated by the Secretary-General in his report formed a satisfactory basis for a record of the progress achieved in Non-Self-Governing Territories since the establishment of the United Nations and invited him, in collaboration with the specialized agencies concerned, to prepare for submission at the fourteenth session a report on such progress. The resolution further invited the specialized agencies concerned to collaborate with the Secretary-General in the preparation of the report, which should be based on information transmitted under Article 73 e of the Charter and on supplemental information supplied to the United Nations and specialized agencies by the Administering Members. Administering Members, finally, were invited to include in the information transmitted by them a survey of the principles and practical measures showing general trends in the Territories concerned as indicated in the Standard Form and the Secretary-General was invited to keep the Committee on Information informed of the progress of the report.

5. International collaboration for economic and social advancement

(*a*) Collaboration with specialized agencies

References were made during the eleventh session of the General Assembly to the usefulness of, and need for, further collaboration with the specialized agencies in the work of the Committee on Information from Non-Self-Governing Territories and in the preparation of studies on conditions in Non-Self-Governing Territories by the Secretary-General. Particular emphasis was laid on such collaboration in connexion with the planning and preparation of the report on the progress in Non-Self-Governing Territories. Consultations have been held with the secretariats of the specialized agencies concerned, with a view to agreeing on a uniform plan of presentation of the report and the distribution of topics to be covered by the respective secretariats. Further consultations will be held before the eighth session of the Committee on Information.

(*b*) Inter-governmental collaboration

The importance of international and regional collaboration in the technical and scientific fields at the inter-

governmental level was also stressed during the eleventh session. It was suggested that such co-operation would be more effective were Administering Members to study the possibility of inviting the Governments of the Member States in the same region as the Non-Self-Governing Territories concerned to appoint experts to the meetings of the inter-governmental agencies of regional co-operation. This suggestion was incorporated in resolution 1050 (XI) on educational advancement.

(c) Technical assistance

Members of the Fourth Committee commended the increase in technical assistance provided by the specialized agencies to the Non-Self-Governing Territories.

On previous occasions, the General Assembly had expressed interest in the manner in which technical assistance received on behalf of the Non-Self-Governing Territories from the United Nations and the specialized agencies was to be integrated into long-range development programmes in such Territories. Resolution 1050 (XI) reflects this view, suggesting to the Administering Members the desirability of studying the method best calculated to enable local educational bodies in Non-Self-Governing Territories to participate in the formulation and implementation of technical assistance programmes of the United Nations and the specialized agencies relating to these Territories.

(d) Scholarships

As requested by the General Assembly in resolution 931 (X), the Secretary-General submitted a report on the offers of study and training facilities which had been received under resolution 845 (IX) inviting Members to make scholarships available to inhabitants of the Non-Self-Governing Territories.

Up to the present, the Secretary-General has received from fourteen Member States offers of a total of 189 scholarships. The States offering facilities are Burma, Czechoslovakia, Greece, Iran, Mexico, Philippines, Poland, Romania, Thailand, Tunisia, Turkey, United States of America, the Union of Soviet Socialist Republics and Yugoslavia.

Some of the offers apply both to Trust and to Non-Self-Governing Territories. Most of them are for higher education; in some cases they include preliminary study to acquire a knowledge of the language of the country of study.

A total of some 120 applications has been received from students in fifteen Non-Self-Governing Territories. So far nine awards by the offering States have been notified.

Reviewing the procedures established on the basis of paragraph 5 of General Assembly resolution 845 (IX), the Secretary-General in his report drew attention to certain shortcomings that had emerged and suggested that, while remaining within the provisions of the resolution, he might exercise a wider degree of discretion in the treatment of applications, with a view to speeding up the processing of applications.

In the Fourth Committee, the value of the scholarship scheme was emphasized and hope was expressed that information concerning offers of scholarships would be widely circulated.

The Assembly, in resolution 1050 (XI), urged Members of the United Nations to offer increased facilities and to simplify conditions for the granting of scholarships and any other form of assistance furthering the educational advancement of the inhabitants of Non-Self-Governing Territories, and Administering Members were invited to permit the greatest possible advantage to be taken of such facilities and benefits.

A report giving further details relating to the offers and the use made of them since the beginning of 1957 will be submitted, in accordance with resolution 931 (X), at the twelfth session of the General Assembly.

C. QUESTION OF SOUTH WEST AFRICA

The inhabitants, and particularly the African majority, of the Mandated Territory of South West Africa have remained during the period under review without that protection of their rights and interests which might be assured to them by an adequate system of international supervision. On the one hand, the Government of the Union of South Africa, to which the administration of the Territory was entrusted under the Mandate, has continued to refuse to meet the General Assembly's view that the Territory should be placed under the International Trusteeship System; on the other hand it has still declined to co-operate in the functioning of the interim procedure of supervision established by the Assembly through its Committee on South West Africa on the basis of the advisory opinion dated 11 July 1950 of the International Court of Justice.

Under these circumstances, the Committee on South West Africa was obliged again to base its examination of conditions in the Territory upon information gathered as far as possible from official sources but lacking the completeness which collaboration by the Union Government might have contributed to it. While emphasizing the caution with which it had had to formulate its opinions, the Committee was nevertheless able, in its report to the General Assembly at its eleventh session, to draw further attention to outstanding features of the political, economic, social and cultural state of the Territory and its approximately 457,700 inhabitants. While it observed some evidence of progress in certain aspects of the development of the Territory, the Committee stated in general terms that it had found no ground for altering its belief that the main efforts being made in the administration of the Territory were directed almost exclusively in favour of the European minority, often at the expense of the African population. On the basis of actions and statements of the Union Government itself, it expressed misgivings with regard to the future course of the administration of the Territory; it was led to believe that a trend towards the political integration of South West Africa into the Union had taken place. On the whole, it found in the Territory a situation which was in conformity neither with the principles of the Mandates System of the League of Nations, nor with the Universal Declaration of Human Rights, nor with the advisory opinions of the International Court of Justice, nor with the resolutions of the General Assembly on the subject—a situation which, it felt, required close re-examination by the Assembly itself.

The discussion by the Fourth Committee of the report of the Committee on South West Africa and of other aspects of the question took place in the

absence of any representative of the Union of South Africa, for reasons which the delegation of that country stated to be unconnected with these matters. The discussion led to the adoption by the Assembly of nine resolutions relating to South West Africa. In resolution 1054 (XI) it approved the report of the Committee on South West Africa on conditions in the Territory, noted with concern the Committee's general appraisal, and endorsed all its conclusions and recommendations as to the action which should be taken by the Government of the Union of South Africa, inviting the latter to submit information on such action to the United Nations. The Assembly also adopted two resolutions, originally drafted by the Committee on South West Africa, concerning petitions from the Territory, and another concerning hearings granted to two petitioners by the Fourth Committee. By resolution 1047 (XI), the Assembly, accepting and endorsing an advisory opinion dated 1 June 1956 of the International Court on the matter, authorized the Committee on South West Africa to grant hearings to petitioners. By resolution 1061 (XI) it decided, in effect, that the composition of that Committee should be increased from seven to nine members (Ethiopia and Finland were subsequently appointed) and that one-third of the membership should in future be renewed annually.

The remaining resolutions represented the further efforts of the Assembly to approach a solution of the problem of the international status of the Territory. Resolution 1055 (XI) reiterated nine previous resolutions to the effect that the Territory be placed under trusteeship. In resolution 1059 (XI), the Assembly requested the Secretary-General to explore ways and means of solving satisfactorily the question of South West Africa and to take whatever steps he deemed necessary with a view to finding a solution in line with the principles of the Charter and the advisory opinion of 11 July 1950 of the Court. In resolution 1060 (XI), it requested the Committee on South West Africa to study the question as to what legal action was open to the organs of the United Nations or to its Members, or to the former members of the League of Nations, acting individually or jointly, to ensure that the Union of South Africa fulfilled the obligations assumed by it under the Mandate, pending the placing of the Territory under trusteeship. The Committee has begun its study of this specific question, in addition to its regular annual review of conditions in the Territory.

Chapter VI

LEGAL QUESTIONS

1. International Court of Justice

(*a*) Jurisdiction of the Court

Acceptance of compulsory jurisdiction

Since the last annual report, no declaration of acceptance of the compulsory jurisdiction of the International Court of Justice under Article 36, paragraph 2, of its Statute has been deposited by any State which had not previously recognized such jurisdiction. The declarations of four States expired during the period under review and have been replaced by new declarations. Of four States which gave notice of the termination of their declarations, three have deposited new declarations, while the fourth has indicated its intention of doing so.

By a declaration dated 1 August 1956, deposited with the Secretary-General on the same date, the Government of the Netherlands terminated, with effect from 6 August 1956, its acceptance of the jurisdiction of the Court founded on its declaration of 5 August 1946 and, with effect from the same date, recognized as compulsory, subject to conditions, the jurisdiction of the Court for a period of five years and thereafter automatically renewable subject to notice of non-renewal.

By declaration dated 3 October 1956, deposited on 17 October, the Government of Israel accepted, subject to certain reservations, the compulsory jurisdiction of the Court with effect from 25 October 1956. This declaration, which is subject to termination by notice, replaced an earlier declaration, the ratification of which was deposited on 25 October 1951, which was for a period of five years as from that date.

By a declaration dated 17 December 1956, deposited with the Secretary-General on 19 December, the Government of Norway accepted the compulsory jurisdiction of the Court on condition of reciprocity for a period of five years as from 3 October 1956, and thereafter subject to notice of termination. This declaration replaced a declaration of 16 November 1946, which had been expressed to be valid for a period of ten years as from 3 October of that year.

By a declaration of 10 December 1956, deposited on the same date, the Government of Denmark accepted the compulsory jurisdiction of the Court on condition of reciprocity for a period of five years from that date, and thereafter subject to notice of denunciation. This declaration replaced that of 10 December 1946, by virtue of which Denmark had recognized as compulsory the jurisdiction of the Court for a period of ten years.

By a letter of 21 December 1956, received by the Secretary-General on that date, the Government of Pakistan gave notice of the withdrawal and termination of the declaration dated 22 June 1948, deposited with the Secretary-General on 9 July 1948, under which Pakistan had accepted the compulsory jurisdiction of the Court for a period of five years, and thereafter until the expiration of six months after notice of abrogation.

By a declaration dated 23 May 1957, received by the Secretary-General on that date, the Government of Pakistan accepted the compulsory jurisdiction of the Court, subject to certain conditions, until such time as notice might be given to terminate the acceptance.

By a communication dated 8 February 1957, received by the Secretary-General on the same date, the Government of India gave notice of the immediate termination of its declaration accepting as compulsory the jurisdiction of the Court of 7 January 1956, deposited on 9 January of that year. In the same communication, the Government of India announced that a fresh declaration would shortly be filed.

By a declaration dated 6 April 1957, deposited on the same date, the Government of Sweden accepted the compulsory jurisdiction of the Court on condition of reciprocity for a period of five years from 6 April 1957, and thereafter subject to notice of denunciation. This declaration, which contained a reservation, replaced that of 5 April 1947, deposited on 6 April of that year, which was for a period of ten years.

By a letter of 12 April 1957, received by the Secretary-General on the same date, the Government of the United Kingdom of Great Britain and Northern Ireland withdrew and terminated its declaration of 31 October 1955 accepting the compulsory jurisdiction of the Court. By a declaration of 18 April 1957, deposited on the same date with the Secretary-General, the United Kingdom Government accepted as compulsory, subject to a number of reservations, the jurisdiction of the Court until such time as notice might be given to terminate the acceptance.

New parties to the Statute of the Court

Of the five States admitted to membership in the United Nations during the period under review, one, Japan, was already a party to the Statute of the Court. The other four—Morocco, Tunisia, the Sudan and Ghana—automatically became parties as the result of their admission to membership in the United Nations, Article 93 of the Charter providing that all Members of the United Nations are *ipso facto* parties to the Statute of the Court.

Instruments conferring jurisdiction on the Court

The following treaties and other instruments registered or filed and recorded with the Secretariat of the

United Nations contain clauses conferring jurisdiction on the International Court of Justice in certain eventualities:

Air Transport Agreement between Italy and Lebanon (signed at Beirut on 24 January 1949).

Treaty of Peace between Burma and Japan (signed at Rangoon on 5 November 1954).

Convention concerning the Rights of Nationals and Commercial and Shipping Matters between Canada and France (signed at Ottawa on 12 May 1933).

Agreement between the Netherlands and Iran relating to Commercial Air Services (signed at Teheran on 31 October 1949).

Agreement between Denmark and Iran relating to Commercial Air Services (signed at Teheran on 18 June 1951).

Agreement between Thailand and India relating to Air Services (signed at Bangkok on 12 June 1956).

Jurisdiction of the Court in advisory cases

The agreement on the relationship between the United Nations and the International Finance Corporation, which was approved by the General Assembly on 20 February 1957 in resolution 1116 (XI), provides that the relationship between the United Nations and the Corporation shall be governed by the Agreement between the United Nations and the International Bank for Reconstruction and Development, and that to that end the term "Bank" in the Bank Agreement shall be deemed to refer to the Corporation unless otherwise specified, for the purposes of the Agreement. Accordingly, the Corporation enjoys under the Agreement the right conferred upon the Bank under article VIII of the Bank Agreement to request advisory opinions of the International Court of justice on any legal questions arising within the scope of the Corporation's activities other than questions relating to the relationship between the Corporation and the United Nations or any other specialized agency.

(*b*) Cases before the Court

1. *Advisory opinion in the matter of judgements of the Administrative Tribunal of the International Labour Organisation upon complaints made against the United Nations Educational, Scientific and Cultural Organization*

On 23 October 1956, the International Court of Justice gave an advisory opinion in the matter of judgements of the Administrative Tribunal of the International Labour Organisation upon complaints made against the United Nations Educational, Scientific and Cultural Organization. The request for an opinion was referred to the Court by a resolution adopted on 25 November 1955 by the Executive Board of UNESCO, which had decided to request an advisory opinion on the following legal questions:

"I. Was the Administrative Tribunal competent, under article II of its statute, to hear the complaints introduced against UNESCO on 5 February 1955 by Messrs. Duberg and Leff and Mrs. Wilcox and on 28 June 1955 by Mrs. Bernstein?

"II. In the case of an affirmative answer to question I:

"(*a*) Was the Administrative Tribunal competent to determine whether the power of the Director-General not to renew fixed-term appointments has been exercised for the good of the service and in the interest of the Organization?

"(*b*) Was the Administrative Tribunal competent to pronounce on the attitude which the Director-General, under the terms of the constitution of UNESCO, ought to maintain in his relations with a Member State, particularly as regards the execution of the policy of the Government authorities of that Member State?

"III. In any case, what is the validity of the decisions given by the Administrative Tribunal in its Judgements Nos. 17, 18, 19 and 21?"

Upon the receipt of the request for an opinion, the Court gave those States which were entitled to appear before the Court, as well as the ILO and international organizations which had recognized the jurisdiction of the Administrative Tribunal of the ILO, an opportunity to present their views. Several States availed themselves of this opportunity. UNESCO did likewise: to its written statements, it appended the observations which had been formulated by counsel acting on behalf of the officials concerned. Adequate information having thus been made available to it, the Court did not hold oral hearings.

The Court having decided, by 9 votes to 4, to comply with the request for an opinion, gave an affirmative answer to question I by 10 votes to 3. By 9 votes to 4, the Court was of the opinion that question II did not call for an answer by the Court and, with regard to question III, by 10 votes to 3, that the validity of the Judgements was no longer open to challenge.

Judge Kojevnikov, whilst voting in favour of the decision of the Court to comply with the request for an opinion, and of the final part of the opinion itself with regard to questions I and III, declared that he was unable to concur in the view of the Court on question II. Three Judges, Messrs. Winiarski and Klaestad and Sir Muhammad Zafrulla Khan, appended to the opinion of the Court statements of their separate opinions. President Hackworth, Vice-President Badawi and Judges Read and Córdova appended statements of their dissenting opinions.

In its opinion, the Court noted that the facts were essentially the same in all four cases, and referred solely to the case of Mr. Peter Duberg (Judgement No. 17). He had held a fixed-term appointment with UNESCO which was due to expire 31 December 1954. In 1953 and 1954, he had refused to answer two questionnaires of the Government of the United States of America designed to make available to the Director-General of UNESCO certain information concerning United States citizens employed by that Organization. Having received an invitation to appear before the International Organization's Employees Loyalty Board of the United States Civil Service Commission, Duberg refused to do so and, on 13 July 1954, so informed the Director-General of UNESCO. On 13 August, the Director-General informed Duberg that, since he was unable to accept the latter's conduct as being consistent with the high standards of integrity which were required of those employed by UNESCO, he would not offer him a new appointment on the expiry of his contract. Previously, in a memorandum issued on 6 July 1954, the Director-General had announced his decision that all holders of fixed-term contracts expiring at the end of 1954 or at the beginning of 1955, who had achieved

the required standards of efficiency, competence and integrity, would be offered renewals of their appointments. Despite the opinion to the contrary given by the UNESCO Appeals Board, to which Duberg had applied, the decision not to renew his contract was maintained. On 5 February 1955, Duberg brought his complaint before the Administrative Tribunal of the ILO which, in its Judgement of 26 April 1955, declared itself competent and adjudicated on the merits. These were the circumstances in which the Executive Board of UNESCO, challenging the jurisdiction of the Tribunal in that case, and consequently the validity of the Judgement, had requested an opinion from the Court in reliance upon the provisions of article XII of the statute of the Tribunal.

The Court considered at the outset whether it should comply with the request. It noted, in the first place, that under article XII the opinion would be binding, an effect which went beyond the scope attributed by the Charter of the United Nations and by the Statute of the Court to an advisory opinion. However, the provision in question, which was nothing but a rule of conduct for the Executive Board, in no wise affected the way in which the Court functioned.

Furthermore, the advisory procedure thus brought into being appeared as serving, in a way, the object of an appeal against the Judgements of the Tribunal. The advisory proceedings which thus took the place of contentious proceedings were designed to provide that certain challenges relating to the validity of Judgements rendered by the Tribunal in proceedings between an official and the international organization concerned should be brought before the Court, whereas under the Statute of the Court only States might be parties in cases before it. The Court was not called upon to consider the merits of such a solution; it must consider only the question whether its Statute and its judicial character did or did not stand in the way of its participating therein. However, contrary to accepted practice, the advisory proceedings which had been instituted in the present case involved a certain absence of equality between UNESCO and the officials concerned. In the first place, under the provisions of the statute of the Administrative Tribunal, only the Executive Board of UNESCO was entitled to institute these proceedings. But this inequality was antecedent to the examination of the question by the Court, and did not affect the manner in which the Court undertook that examination. In the second place, in connexion with the actual procedure before the Court, although the Statute and the Rules of Court made available to UNESCO the necessary facilities for the presentation of its views, in the case of the officials the position was different. But this difficulty was met, on the one hand, because the observations of the officials were made available to the Court through the intermediary of UNESCO and, on the other, because the oral proceedings had been dispensed with. In view of this, there would appear to have been no compelling reason why the Court should refuse to comply with the request for an opinion.

The Court then dealt with the first question put to it. It noted that, according to the words of the provision of the Statute of the Administrative Tribunal, it was necessary, in order to establish the jurisdiction of the Tribunal to hear a complaint by an official, that he should allege non-observance of the terms of appointment or of the provisions of the staff regulations. It was, therefore, necessary that the complaint should appear to have a substantial and not merely an artificial connexion with the terms and the provisions invoked, although it was not required that the facts alleged should necessarily lead to the results alleged by the complainants, for the latter constituted the substance of the issue before the Tribunal.

In the cases in question, the officials had put forward an interpretation of their contracts and of the staff regulations to the effect that they had a right to the renewal of their contracts. Was this assertion sufficiently well-founded to establish the competence of the Tribunal? To answer that question, it was necessary to consider the contracts not only by reference to their letter but also in relation to the actual conditions in which they were entered into and the place which they occupied in the Organization. In the practice of the United Nations and of the specialized agencies, holders of fixed-term contracts, although not assimilated to holders of permanent or indeterminate contracts, had often been treated as entitled to be considered for continued employment, consistently with the requirements and the general good of the organization concerned. This practice should serve as a warning against an interpretation of fixed-term contracts which, by considering exclusively the literal meaning of their provision relating to duration, would mean that on the expiry of the fixed period a fixed-term contract could not be relied upon for the purpose of impugning a refusal to renew. Such an interpretation, moreover, would fail to take into account the nature of renewal of such a contract, which indeed constituted a continuing period of the former contract, with the result that there was a legal relationship between the renewal and the original appointment. This relationship, which constituted the legal basis of the complaints of the officials, showed itself once more in the Director-General's administrative memorandum of 6 July 1954, cited above. The Court considered that it could be reasonably maintained that an administrative notice framed in such general terms might be regarded as binding on the Organization. If the Director-General thought fit to refuse an official the benefit of the general offer thus extended, any dispute which might arise with regard to the matter fell within the jurisdiction of the Administrative Tribunal.

Furthermore, the Court noted that, before the Tribunal, both the complainants and UNESCO had placed themselves on the ground of the provisions of the staff regulations, within whose terms the administrative memorandum of 6 July also fell. In the view of the Court, the memorandum constituted a modification of the staff rules which the Director-General was authorized to make under the staff regulations. It also referred, expressly or by implication, to the text of the staff regulations and, in particular, to the notion of integrity around which centred the controversy submitted to the Administrative Tribunal. Accordingly, whether looked at from the point of view of non-observance of the terms of appointment or of that of non-observance of staff regulations, the complainants had a legitimate ground for complaint and the Tribunal was justified in confirming its jurisdiction.

For these reasons, the Court gave an affirmative answer to question I. With regard to question II, the Court pointed out that a request for an opinion expressly presented within the orbit of article XII of the statute of the Administrative Tribunal ought to be limited to a challenge of a decision of the Tribunal confirming its jurisdiction or to cases of fundamental

fault of procedure. Since question II referred to neither of these two grounds of challenge, the Court was not in the position to answer it.

The Court, having thus rejected the contention relating to the jurisdiction of the Administrative Tribunal, the only contention raised by the Executive Board of UNESCO, answered question III by recognizing that the validity of the four Judgements was no longer open to challenge.

2. *Case of certain Norwegian loans* (France v. Norway)

By 15 June 1957, the Court had not yet delivered its Judgement in the case of certain Norwegian loans between France and Norway.

The proceedings were instituted by Application of the Government of the French Republic against the Kingdom of Norway, filed in the Registry of the Court on 6 July 1955. The Application indicated that the Kingdom of Norway had issued on the French market on various dates between 1885 and 1907 a certain number of international bonds expressed in gold or including a gold clause. Following a Norwegian decree of 27 December 1931, suspending the convertibility of notes issued by the Bank of Norway, the service of the loans and the redemption of bonds was henceforth effected by payment in Norwegian kroner only. The French bondholders requested the resumption of the service of the loans on the basis of the nominal amount in gold; the discussions, interrupted in 1939 by the war, were unsuccessfully resumed. The French Government took up the matter directly with the Norwegian Government on behalf of its nationals but this intervention led to no result. It was then that the French Government decided to refer the case to the Court.

The Application founded the jurisdiction of the Court on the acceptance by both parties of the compulsory jurisdiction of the Court by virtue of declarations made under Article 36 of the Statute (declaration of Norway dated 16 November 1946; declaration of France dated 1 March 1949).

The Government of Norway having filed, on 20 April 1956, a document setting out certain Preliminary Objections to the jurisdiction of the Court, the proceedings on the merits were suspended by virtue of the provisions of Article 62, paragraph 3, of the Rules of Court.

In its observations and submissions with regard to these Preliminary Objections, the Government of the French Republic requested the Court to join the Objections to the merits. By an order of 28 September 1956, the Court joined the Objections to the merits and fixed time limits for the filing of the further pleadings. The oral proceedings were held at the Peace Palace at The Hague from 13 to 27 May 1957.

3. *Case of right of passage over Indian territory* (Portugal v. India)

Proceedings in this case were instituted before the Court on 22 December 1955, by Application of the Government of Portugal, against the Republic of India.

The Application founded the jurisdiction of the Court upon the acceptance by both States of the compulsory jurisdiction of the Court under Article 36, paragraph 2, of the Statute. The Application indicated that Portugal claimed certain rights of passage over Indian territory between the Portuguese territory of Damão (littoral Damão) and the Portuguese enclaved territories of Dadrá and Nagar-Aveli and between each of these two enclaves.

The Government of India having filed, on 15 April 1957, a document setting out certain Preliminary Objections to the jurisdiction of the Court, the proceedings on the merits were suspended by virtue of the provisions of Article 62, paragraph 3, of the Rules of Court, and a time limit was fixed in which the Republic of Portugal might present a written statement of its observations and submissions in regard to the Objections raised by the Government of the Republic of India.

(*c*) Other activities

A number of instruments registered or filed and recorded with the Secretary-General of the United Nations during the period under review contain provisions conferring upon the President of the Court a power to make certain appointments in eventualities provided for in the instruments. The power is usually that of appointing umpires or arbitrators to arbitration tribunals to be established in the event of disputes between the parties. Examples of such provisions may be found in the following instruments:

Agreement between Israel and Switzerland concerning Air Services (signed at Hakirya on 19 November 1952).

Agreement between the United States of America and Japan regarding the Guarantee of Investments (signed at Tokyo on 8 March 1954).

Convention between Canada and France relating to the Terms of Compensation of Canadian Interests in Nationalized Gas and Electricity Undertakings (signed at Paris on 26 January 1951).

Revised Agreement between the United Nations and Indonesia for the provision of technical assistance in respect of the State Planning Bureau (signed at Djakarta on 17 April 1956).

Agreement between the United States of America and Thailand relating to Investment Guaranties (signed at Washington on 27 August and 1 September 1954).

Convention for the Protection of Cultural Property in the Event of Armed Conflict and Regulations for the Execution of the said Convention (signed at The Hague on 14 May 1954).

Convention between the Netherlands and the United Kingdom on Social Security and Protocol concerning Benefits in Kind (signed at The Hague on 11 August 1954).

Protocol concerning the co-ordination of economic and social policies between Belgium and Luxembourg and the Netherlands (signed at The Hague on 24 July 1953).

Agreement between the United States of America and Guatemala relating to the Guaranty of Private Investments (signed at Washington on 23 March 1955).

Air Transport Agreement between France and Japan (signed at Paris on 17 January 1956).

Agreement between the United States of America and Ireland relating to Guaranties (signed at Dublin on 5 October 1955).

Agreement between the United States of America and Ecuador relating to the Guaranty of Private Investments (signed at Washington on 28 and 29 March 1955).

Articles of Agreement of the International Finance Corporation (multilateral—opened for signature at Washington on 25 May 1955).

Guarantee agreements and loan agreements concluded by various States with the International Bank for Reconstruction and Development.

(*d*) Composition of the Court and of the Chamber of Summary Procedure

During the past year, the Court suffered the great loss of one of its most distinguished members, Judge Hsu Mo, whose death occurred, following a short illness, at The Hague on 28 June 1956. Judge Hsu Mo had been one of the original members of the International Court of Justice.

On 11 January 1957, the General Assembly and the Security Council elected Dr. V. K. Wellington Koo (China) to fill the vacancy so created.

There have been no other changes in the composition of the Court since the last annual report.

On 6 May 1957, the International Court of Justice constituted its Chamber of Summary Procedure for the ensuing year. The following members of the Court were elected to form the Chamber:

President: Mr. Hackworth

Vice-President: Mr. Badawi

Members: Judges Guerrero, Basdevant and Winiarski

Substitute members: Judges Klaestad and Armand-Ugón.

2. International Law Commission

(*a*) Eighth session of the Commission

At the time when the last annual report of the Secretary-General was prepared, the International Law Commission had not yet concluded its eighth session, held at Geneva from 23 April to 4 July 1956; the report therefore covered only the initial phase of the session. Additional information on the work of the eighth session is given below:

The law of the sea

The Commission devoted most of the session to discussion of the law of the sea. It examined the comments of twenty-five Governments, as well as of the International Commission for the Northwest Atlantic Fisheries, on the provisional articles concerning the régime of the high seas which it had adopted at the seventh session, together with a new report by Mr. J. P. A. François, the special rapporteur. The Commission also examined, on the basis of a report by the special rapporteur, the comments of twenty-five Governments on the draft articles on the régime of the territorial sea adopted at the seventh session.

In pursuance of General Assembly resolution 899 (IX) of 14 December 1954, the Commission grouped together in one report its recommendations concerning the high seas, the territorial sea, the continental shelf, the contiguous zone and the conservation of the living resources of the sea. The draft finally adopted by the Commission consisted of seventy-three articles and was divided into two parts. The first part, relating to the territorial sea, was in three sections: (1) general; (2) limits of the territorial sea; and (3) right of innocent passage. The second part, relating to the high seas, was also in three sections: (1) general régime; (2) contiguous zone; and (3) continental shelf.

The draft, which dealt with the law of the sea in time of peace only, was accompanied by a commentary. The Commission stated that, in preparing its rules on the law of the sea, it had become convinced that in this domain it was not always possible to determine clearly which provisions were a codification of existing law and which were new rules and consequently constituted a development of the law. In these circumstances, the Commission found that, in order to give effect to the project as a whole, it would be necessary to have recourse to conventional means. The Commission therefore recommended, in conformity with article 23, paragraph 1 (*d*) of its statute, that the General Assembly should summon an international conference of plenipotentiaries to examine the law of the sea, taking account not only of the legal but also of the technical, biological, economic and political aspects of the problem, and to embody the results of its work in one or more international conventions or such other instruments as it might deem appropriate.

Law of treaties

Because of lack of time, the Commission was unable to enter upon a full discussion of the report submitted by Sir Gerald Fitzmaurice, special rapporteur. It considered certain general questions raised by the special rapporteur, who was requested to continue his work in the light of the debate.

State responsibility

Without taking any decision on the particular points raised in the report of Mr. F. V. García Amador, special rapporteur, the Commission, after a general discussion, requested the latter to continue his work in the light of the views expressed by the members.

Consular intercourse and immunities

The special rapporteur, Mr. J. Zourek, submitted a number of questions to the Commission with a view to obtaining guidance in the preparation of his report for the next session. He was requested to continue his work in the light of the debate.

Co-operation with inter-American bodies

The Secretary of the International Law Commission submitted a report on the third meeting of the Inter-American Council of Jurists, held in Mexico City from 17 January to 4 February 1956, which he had attended in the capacity of an observer for the Commission. A statement was also made by Mr. M. Canyes, representative of the Secretary-General of the Organization of American States. The Commission adopted a resolution in which, considering that the contacts established between the Commission and the Inter-American Council of Jurists through the participation of their respective secretaries in the sessions of these bodies should be continued, it requested the Secretary-General of the United Nations to authorize the Secretary of the Com-

mission to attend, in the capacity of an observer for the Commission, the fourth meeting of the Inter-American Council of Jurists to be held in Santiago, Chile, in 1958.

(*b*) Consideration by the General Assembly of the report of the Commission on the work of its eighth session

The report of the International Law Commission on the work of its eighth session was considered during the eleventh session of the General Assembly by the Sixth Committee. The main item discussed was the law of the sea, and the Secretary-General made available to the Sixth Committee a memorandum entitled "Reference guide to the articles concerning the law of the sea adopted by the International Law Commission at its eighth session". On 21 February 1957, the Assembly adopted resolution 1105 (XI) (see section 3 below).

The General Assembly also decided, without vote, to accept the recommendation of the Commission that article 11 of that body's statute should not be amended so as to provide that casual vacancies should be filled by the Assembly instead of by the Commission itself.

(*c*) Election of the members of the Commission

The General Assembly, by resolution 1103 (XI) of 18 December 1956, decided to amend articles 2 and 9 of the statute of the International Law Commission with a view to increasing the number of members from fifteen to twenty-one.

On the same day, the Assembly elected the following twenty-one members of the Commission for a period of five years from 1 January 1957: Mr. Roberto Ago (Italy); Mr. Gilberto Amado (Brazil); Mr. Milan Bartos (Yugoslavia); Mr. Douglas L. Edmonds (United States of America); Mr. Abdullah El-Erian (Egypt); Mr. Faris el-Khouri (Syria); Sir Gerald Fitzmaurice (United Kingdom of Great Britain and Northern Ireland); Mr. J. P. A. François (Netherlands); Mr. Francisco V. García Amador (Cuba); Mr. Shuhsi Hsu (China); Mr. Thanat Khoman (Thailand); Mr. Ahmed Matine-Daftary (Iran); Mr. Luis Padilla Nervo (Mexico); Mr. Radhabinod Pal (India); Mr. A. E. F. Sandström (Sweden); Mr. Georges Scelle (France); Mr. Jean Spiropoulos (Greece); Mr. Grigory I. Tunkin (Union of Soviet Socialist Republics); Mr. Alfred von Verdross (Austria); Mr. Kisabúro Yokota (Japan); and Mr. Jaroslav Zourek (Czechoslovakia).

(*d*) Preparation for the ninth session of the Commission

Arbitral procedure

By resolution 989 (X) of 14 December 1955 the General Assembly invited the International Law Commission to consider the comments of Governments and the discussions in the Sixth Committee at the eighth and tenth sessions of the Assembly relating to the draft of arbitral procedure adopted by the Commission at its fifth session in 1953, in so far as they might contribute further to the value of the draft on arbitral procedure. Accordingly, Mr. Georges Scelle, special rapporteur, submitted to the Commission a report in which he analysed the criticisms made of the draft of arbitral procedure, and replied to them. In addition, the report contained in an annex a new draft of thirty-two articles which the rapporteur proposed as a model.

Consular intercourse and immunities

Mr. Jaroslav Zourek, special rapporteur, submitted a report in which the historical development of consular intercourse and the codification of the law relating to it were studied. The report also contained a draft of thirty-nine articles, of which nineteen were devoted to problems raised by the establishment of consular intercourse, eighteen dealt with the question of privileges and immunities of consuls (three of which concerned honorary consuls), and two were concerned with general problems. Each article was followed by a commentary.

Law of treaties

The special rapporteur, Sir Gerald Fitzmaurice, submitted a second report on this topic. The report dealt with the subject of temporal validity of treaties, especially the general conditions of temporal validity or duration and the question of termination and suspension, the matter of revision and modification of treaties being set aside for the time being. The report contained thirty-one articles, each followed by a commentary.

State responsibility

Mr. F. V. García Amador, special rapporteur, submitted a second report. The report began with a study of the acts and omissions incurring the international responsibility of the State for injuries caused in its territory to the person or property of aliens, a branch of the subject of State responsibility which lends itself most easily to codification and in which codification, as envisaged in General Assembly resolution 799 (VIII) of 7 December 1953, is most urgently required. The report was followed by a draft of twelve articles concerned with the duty of any State, which violates or fails to comply with its international obligations, to make reparation.

(*e*) Ninth session of the Commission

The ninth session of the International Law Commission opened on 23 April 1957 at Geneva. The agenda for the session included the following: diplomatic intercourse and immunities; arbitral procedure, law of treaties; State responsibility; consular intercourse and immunities; date and place of the tenth session; and planning of future work of the Commission.

The Commission elected the following officers: Mr. Jaroslav Zourek, Chairman; Mr. Radhabinod Pal, First Vice-Chairman; Mr. Luis Padilla Nervo, Second Vice-Chairman; Sir Gerald Fitzmaurice, General Rapporteur.

The Commission devoted the first part of its session to consideration of the item "Diplomatic Intercourse and Immunities" on the basis of a report submitted by Mr. A. E. F. Sandström, special rapporteur, at its seventh session.

At the time of writing of the present report, the work of preparing a draft regarding this subject was still continuing.

3. United Nations Conference on the Law of the Sea

By resolution 1105 (XI) of 21 February 1957, the General Assembly expressed its appreciation to the International Law Commission for its valuable work on the law of the sea and decided, in accordance with

the recommendation contained in paragraph 28 of the report of the Commission covering the work of its eighth session, that an international conference of plenipotentiaries should be convoked to examine the law of the sea. It was also recommended that the conference should study the question of free access to the sea of land-locked countries, as established by international practice or treaties. It was left to the Secretary-General to decide whether the conference, which is due to convene early in 1958, should meet in Geneva or in Rome.

In pursuance of the resolution, the Secretary-General invited a group of experts, drawn from ten different countries, to advise and assist the Secretariat in preparing the conference. After consultation with the experts the Secretary-General, by a letter dated 25 March 1957, requested the Governments invited to the conference to communicate to him any provisional comments they might wish to make on the report of the International Law Commission covering the work of its eighth session and related matters. He suggested that it would contribute to the effective preparation of the conference if the comments were to include some elaboration of the considerations which had led the Government concerned to any conclusions stated, and if they were to take account not only of the legal but also of the technical, biological, economic and political aspects of the problem. The Secretary-General also suggested that, since the question of free access to the sea of land-locked countries had not been studied by the Commission and had not been dealt with in its report, it would be helpful if Governments in a position to throw light on this question would give it their attention.

The Assembly, in resolution 1105 (XI), also called for the preparation of working documents of a legal, technical, scientific or economic nature in order to facilitate the work of the conference. In consultation with the advisory group of experts, the Secretary-General has set in motion arrangements for the preparation of such documents providing for approximately twenty studies, to be prepared partly by the Secretariat and partly by outside experts. The studies will cover many different aspects of the law of the sea.

4. Question of defining aggression and related matters

(*a*) Question of defining aggression

The 1956 Special Committee on the Question of Defining Aggression, established in pursuance of General Assembly resolution 895 (IX) of 4 December 1954, met at Headquarters and held nineteen meetings between 8 October and 9 November 1956. All the States designated under the said resolution, except Panama, were represented on the Committee. The States represented were: China, Czechoslovakia, Dominican Republic, France, Iraq, Israel, Mexico, Netherlands, Norway, Paraguay, Peru, Philippines, Poland, Syria, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United States of America and Yugoslavia.

During the debate, members of the Special Committee expressed widely differing views on the possibility and desirability of defining aggression, on the function and scope of such a definition, and on the particular draft definitions which had been submitted. The Special Committee did not adopt any definition, but decided to transmit the draft definitions, together with the report of the Committee, to the General Assembly.

In pursuance of resolution 895 (IX), the question of defining aggression was included in the provisional agenda of the eleventh session of the Assembly. The Secretary-General, however, proposed to the General Committee that, since Governments had not had time to study the report of the Special Committee, the item should be postponed until the twelfth session. The General Committee approved the Secretary-General's proposal; the General Assembly thereafter accepted the Committee's recommendation to postpone the item.

(*b*) Draft Code of Offences against the Peace and Security of Mankind

The General Assembly, at its ninth session, by resolution 897 (IX) of 4 December 1954, decided to postpone further consideration of the draft Code of Offences against the Peace and Security of Mankind until the 1956 Special Committee on the Question of Defining Aggression had submitted its report.

The draft Code was included in the provisional agenda of the eleventh session but the item was postponed, together with the consideration of the 1956 Special Committee's report, until the twelfth session.

(*c*) International criminal jurisdiction

At its ninth session the General Assembly, by resolution 898 (IX) of 4 December 1954, decided to postpone consideration of an international criminal jurisdiction until the Assembly had taken up the report of the 1956 Special Committee on the Question of Defining Aggression and had taken up again the draft Code of Offences against the Peace and Security of Mankind.

The matter was included in the provisional agenda of the eleventh session, but was postponed, together with the report of the 1956 Special Committee and the draft Code, until the twelfth session.

5. Treaties and multilateral conventions

(*a*) Registration and publication of treaties and international agreements

A total of 639 treaties and international agreements were registered with the Secretariat during the year ended 15 June 1957—489 by 25 Governments, 85 by 8 specialized agencies, and 54 *ex officio*. A total of 11 treaties and agreements were filed and recorded—8 by the Secretariat, 2 at the request of 2 Governments, and 1 at the request of 1 specialized agency. This brought up to 5,842 the total of treaties and agreements registered or filed and recorded from 14 December 1946 to 15 June 1957. In addition, during the year ended 15 June 1957, 320 certified statements were registered and 4 certified statements were filed and recorded, bringing up to 1,261 the total of certified statements registered or filed and recorded as of 15 June 1957.

The figures for the corresponding period of last year were 737 treaties and agreements registered by 26 Governments, 94 by 8 specialized agencies and 31 *ex officio;* 11 agreements were filed and recorded at

the request of 2 Governments, 6 at the request of 2 specialized agencies, and 5 by the Secretariat—a total of 884. A total of 206 certified statements relating to those treaties and agreements were registered and two certified statements were filed and recorded.

During the period covered by the present report, the Secretariat has published 31 volumes of the *Treaty Series* (up to volume 190, plus volumes 192 and 194); 31 more volumes are in process of being printed.

Pursuant to General Assembly resolution 966 (X) of 3 December 1955, the Secretary-General submitted to Member States and to the Advisory Committee on Administrative and Budgetary Questions in August 1956 a report on a further study made by him of a number of questions related to the publication of the *Treaty Series*. The observations of the Advisory Committee on the matters examined by the Secretary-General were submitted in its seventeenth report to the eleventh session of the Assembly.

In resolution 1092 (XI) of 27 February 1957, adopted on the recommendation of the Fifth Committee, the Assembly, *inter alia,* decided to continue the existing system of registration and publication of treaties and international agreements, including in particular the method of publication of translations and annexes, and requested the Secretary-General to take all necessary measures to achieve the early reduction of the delay in publication of the *Treaty Series*.

Accordingly, an accelerated printing schedule of the *Series* has been put into effect and, should the inflow of material continue at the present level, it is expected that the interval between registration and publication will by the end of 1959 have been reduced to less than a year.

(*b*) New conventions concluded under the auspices of the United Nations

The following instruments of which the Secretary-General is the depositary have been drawn up under the auspices of the United Nations since the publication of the last report:

Customs Convention on Containers and Protocol of Signature, done at Geneva on 18 May 1956;

Customs Convention on the Temporary Importation of Commercial Road Vehicles and Protocol of Signature, done at Geneva on 18 May 1956;

Customs Convention on the Temporary Importation for Private Use of Aircraft and Pleasure Boats and Protocol of Signature, done at Geneva on 18 May 1956;

Convention on the Taxation of Road Vehicles for Private Use in International Traffic and Protocol of Signature, done at Geneva on 18 May 1956;

Convention on the Contract for the International Carriage of Goods by Road (CMR) and Protocol of Signature, done at Geneva on 19 May 1956;

*Convention on the Recovery Abroad of Maintenance, done at New York on 20 June 1956 (came into force on 25 May 1957);

Convention regarding the Measurement and Registration of Vessels Employed in Inland Navigation, done at Bangkok on 22 June 1956;

*Supplementary Convention on the Abolition of Slavery, the Slave Trade and Institutions and Practices Similar to Slavery, done at Geneva on 7 September 1956 (came into force on 30 April 1957);

Convention on the Taxation of Road Vehicles engaged in International Passenger Transport, done at Geneva on 14 December 1956;

Convention on the Taxation of Road Vehicles engaged in International Goods Transport, done at Geneva on 14 December 1956.

Convention on the Nationality of Married Women, done at New York on 20 February 1957.

(*c*) Status of signatures, ratifications and accessions: entry into force

The number of international agreements for which the Secretary-General exercises depositary functions has risen to 136.

A total of 206 signatures have been affixed to those agreements, and 123 instruments of ratification, accession or notification have been transmitted to the Secretary-General. Ninety of the agreements have entered into force, three of them since 16 June 1956. The agreements which have entered into force since the last report are those marked by an asterisk in the list in the preceding section, plus the following:

Protocol for extending the period of validity of the Convention on Declaration of Death of Missing Persons, done at New York on 16 January 1957 (entered into force on 22 January 1957).

(*d*) Revised General Act for the Pacific Settlement of International Disputes

Paragraph 3 of article 43 of the Revised General Act for the Pacific Settlement of International Disputes, as approved by the General Assembly on 28 April 1949, provides that:

> "The Secretary-General of the United Nations shall draw up three lists, denominated respectively by the letters A, B and C, corresponding to the three forms of accession to the present Act provided for in article 38, in which shall be shown the accessions and additional declarations of the Contracting Parties. These lists, which shall be continually kept up to date, shall be published in the annual report presented to the General Assembly of the United Nations by the Secretary-General."

The lists required by the above article are as follows:

Accessions

A. *All the provisions of the Act (chapters I, II, III and IV)*

Belgium	23 December 1949
Norway	16 July 1951
Denmark	25 March 1952

B. *Provisions relating to conciliation and judicial settlement (chapters I and II), together with the general provisions dealing with these procedures (chapter IV)*

Sweden	22 June 1950

* See section (*c*) below.

With the reservations provided in article 39, paragraph 2 (*a*), with the effect of excluding from the procedure described in the present Act disputes arising out of facts prior to the accession.

C. *Provisions relating to conciliation (chapter I) and the general provisions concerning that procedure (chapter IV)*

None.

(*e*) Extension of the Convention on the Declaration of Death of Missing Persons

As recorded in the annual report of the Secretary-General to the fifth session of the General Assembly, the Convention on the Declaration of Death of Missing Persons was established and opened for accession by States at the conclusion of a Conference held at Lake Success from 15 March to 6 April 1950. The period of validity of the Convention, which entered into force on 24 January 1952, was due to expire pursuant to the provisions of article 17 of the Convention on 23 January 1957. By a communication dated 16 January 1957 the Government of Pakistan, a party to the Convention, transmitted to the Secretary-General a Protocol prepared by that State for extending the period of validity of the Convention. The Secretary-General was requested to open the Protocol for accession and to act as depositary for it, as the original Convention was deposited with him. So that the Protocol might enter into force before the date of expiration of the Convention, the Secretary-General was further requested to circulate it immediately among the parties to the Convention and, upon the Protocol's entry into force, among the other States entitled to become parties to it.

The Protocol extends the period of validity of the Convention on the Declaration of Death of Missing Persons for a period of ten years subject to a right of denunciation by the States parties to it. It is open for accession by all the States entitled to become parties to the original Convention.

(*f*) Convention on the Recovery Abroad of Maintenance

The United Nations Conference on Maintenance Obligations, which convened at the Headquarters of the United Nations on 29 May 1956, concluded its work on 20 June 1956 by adopting and opening for signature the Convention on the Recovery Abroad of Maintenance. The principal provisions of the Convention were summarized in the last annual report. The Convention remained open for signature until 31 December 1956, and was signed by twenty-six States. It came into force on 25 May 1957, on the thirtieth day after the deposit of the third instrument of ratification or accession.

The Conference also adopted a resolution whereby, in view of the fact that article 7 of the Convention laid down certain rules regarding letters of request for further evidence, it requested the Secretary-General to prepare and circulate to the States entitled to become parties to the Convention a list showing the States whose laws provide for letters of request. In compliance with this resolution, the Secretary-General has asked the States concerned for information on legislative or treaty provisions dealing with letters of request or letters rogatory.

(*g*) Draft Convention on the Recognition and Enforcement of Foreign Arbitral Awards

In accordance with Economic and Social Council resolution 604 (XXI) of 3 May 1956, the Secretary-General has decided to convene a conference of plenipotentiaries at the Headquarters of the United Nations in May 1958 for the purpose, first, of concluding a Convention on the Recognition and Enforcement of Foreign Arbitral Awards, on the basis of a draft prepared in 1955 by an *ad hoc* committee and, second, if time permits, of considering other possible measures for increasing the effectiveness of arbitration in the settlement of private law disputes.

The Secretary-General, pursuant to the same resolution, has also written a letter to three intergovernmental organizations (the Council of Europe, the Organization of American States and the International Institute for the Unification of Private Law) and to twenty-nine non-governmental organizations, asking them to submit brief reports on their activities directed towards the improvement of international commercial arbitration, together with any comments and suggestions they might have.

(*h*) Draft Conventions on the Elimination or Reduction of Future Statelessness

At its fifth session in 1953, the International Law Commission proposed a draft Convention on the Elimination of Future Statelessness and a draft Convention on the Reduction of Future Statelessness. In the light of comments received from fifteen Governments (which are to be found in an annex to the report of the Commission), the Commission at its sixth session reviewed the two draft Conventions and submitted revised drafts to the General Assembly. The latter, on 4 December 1954, adopted resolution 896 (IX), in which it expressed its desire that an international conference of plenipotentiaries should be convened to conclude a convention for the reduction or elimination of future statelessness as soon as at least twenty States had communicated to the Secretary-General their willingness to co-operate in such a conference. The Secretary-General was requested to report on the matter to the General Assembly at its eleventh session.

In conformity with this resolution, the Secretary-General reported at the eleventh session that, in addition to the sixteen States (see last year's report) which had previously communicated their willingness to participate in the proposed conference of plenipotentiaries, three more States (Liechtenstein, Luxembourg and the United Kingdom of Great Britain and Northern Ireland) had also stated their readiness to participate. The Secretary-General also pointed out that he had been unable to convene the conference because the requisite number of affirmative replies had not yet been received.

The Secretary-General's report was considered by the Sixth Committee, which recommended, without debate, that the General Assembly should take note of it.

In a communication dated 12 June 1957, the Government of Sudan informed the Secretary-General of its willingness to participate in the conference, thus fulfilling the condition that the conference be called when at least twenty States shall have communicated their willingness to participate.

6. Privileges and immunities

(a) Convention on the Privileges and Immunities of the United Nations

Since the date of the last annual report, seven more Member States have become parties to the Convention on the Privileges and Immunities of the United Nations, namely, in the chronological order of their accession, Romania, Hungary, Argentina, Laos, Morocco, Tunisia and Austria. With the exception of Argentina, all these States were admitted to membership in the United Nations in 1955 and 1956. Among them, Romania and Hungary made their accessions subject to reservations with respect to section 30 of the Convention, while Laos made reservations in respect of paragraphs (*b*) and (*c*) of section 18. With these accessions, there are fifty-four Member States parties to the Convention, while twenty-seven Member States have not yet deposited their instruments of accession to the Convention.[1]

(b) Convention on the Privileges and Immunities of the Specialized Agencies

During the period under review, no State has either acceded to the Convention on the Privileges and Immunities of the Specialized Agencies or extended the application of the Convention to additional specialized agencies. The number of States parties to the Convention, therefore, remains at twenty-one.

(c) Special agreements relating to privileges and immunities

As related in his annual report submitted at the ninth session of the General Assembly, the Secretary-General, on 26 May 1954, signed the Agreement with Thailand relating to the Headquarters of the Economic Commission for Asia and the Far East in that country. The Secretary-General is pleased to be able to report that the Government of Thailand effected its ratification of the Agreement on 6 February 1957, and on that date the Agreement entered into force.

Other agreements containing provisions on privileges and immunities, concluded during the period of this report, include the Agreements with Egypt of 8 January and 8 February 1957 regarding the Clearance of the Suez Canal (see chapter I, section 4 (xi)) and concerning the Status of the United Nations Emergency Force in Egypt (see chapter I, section 4 (ii)) and the Provisional Agreement with Lebanon of 29 April 1957 concerning the UNEF Leave Centre in Lebanon.

(d) Legislation

In his report submitted at the tenth session, the Secretary-General referred to a law of the State of New York, effective 27 April 1955, the main purport of which was, under certain conditions, to exempt from taxation the real property of delegations of Member States situated within a radius of twelve miles of the United Nations Headquarters district, if such property was used exclusively for the purpose of maintaining offices or quarters for principal resident representatives or resident representatives with the rank of ambassador or minister plenipotentiary, or for offices for their staff. This law has recently been amended, by an act of the Legislature of the State of New York which went into effect on 15 April 1957, to extend the radius within which tax exemption is to be granted to real property of delegations to fifteen, instead of twelve, miles.

(e) Proceedings in national courts

The last annual report summarized the proceedings commenced in 1954 by a former employee of the United Nations Information Centre in Buenos Aires for termination indemnities to which he claimed to be entitled under Argentine labour law (Bergareche *v.* United Nations Information Centre).

On 7 February 1956, the Labour Court No. 17 of Buenos Aires held itself competent to hear the case. This ruling was based on an opinion of the Ministerio Público that the provisions of the Convention on the Privileges and Immunities of the United Nations were not in force in Argentine territory because Argentina had not yet become a Party to the Convention. A decision on the merit of the case was delayed by certain procedural questions. On 12 April 1957, the Ministerio Público, in a new opinion, advised the Labour Court that Argentina had since acceded to the Convention by virtue of Presidential decree 15,971 and that, under article 31 of the Constitution, the Convention had become part of the supreme law of the nation. Consequently, the United Nations enjoyed in Argentine territory immunity from every form of legal process under article II of the Convention, and its officials were immune from legal process in respect of acts performed in their official capacity under article V, section 18. For these reasons the Ministerio Público concluded that, in its opinion, the Labour Court was no longer competent in this case.

On 23 April 1957 the Labour Court handed down a decision in which, on the basis of the opinion of the Ministerio Público, it declared itself incompetent to hear the case. The plaintiff has appealed this decision.

7. Rules of procedure of United Nations organs

(a) Rules of procedure of the General Assembly

At the outset of its eleventh session, the General Assembly, following a recommendation of the Secretary-General endorsed by the General Committee, decided to increase to eight the number of its Vice-Presidents. The Assembly also approved another recommendation of the Secretary-General, endorsed by the General Committee, that the name of the *Ad Hoc* Political Committee should be changed to "Special Political Committee"; this recommendation was based on the consideration that the *Ad Hoc* Political Committee had ceased to have a temporary character and that a greater equity between the two political committees would result in a more even balance in the assignments of items to them.

Having been requested by the Assembly to draft amendments to the rules of procedure consequential upon these decisions, the Sixth Committee recom-

[1] The Member States which have not yet deposited their instruments of accession to the Convention are as follows: Albania, Bulgaria, Cambodia, Ceylon, China, Colombia, Cuba, Finland, Ghana, Indonesia, Ireland, Italy, Japan, Jordan, Libya, Mexico, Nepal, Peru, Portugal, Saudi Arabia, Spain, Sudan, Union of South Africa, United States of America, Uruguay, Venezuela and Yemen.

mended certain changes in the texts of rules 31, 38, 39 and 101. These amendments were approved by the Assembly on 18 December 1956 (resolution 1104 (XI)).

(*b*) Rules of procedure of the Trusteeship Council

At the beginning of its nineteenth session, the Trusteeship Council included in its agenda an additional item relating to the review of its procedures with regard to petitions. A committee of four members was established to examine the question.

The Committee submitted a report at the twentieth session; it concluded that the present procedures were adequate to deal with communications and petitions at present being received from all but one of the Trust Territories. The Committee submitted certain recommendations for the classification and handling of communications, which the Council has under consideration at the time of writing of the present report.

At its nineteenth session, the Council included in its agenda an item entitled "Revision of the rules of procedure of the Trusteeship Council". A proposal was submitted by Burma to amend rule 19 to provide for the election of the President and Vice-President at the beginning of the January session of the Council instead of at the June session. At its 793rd meeting, the Council decided to postpone the consideration of the item indefinitely.

At the opening of its twentieth session, the Council adopted a proposal by Burma to include, as an additional item in the agenda, the question of the revision of rule 19 of the Council's rules of procedure.

8. United Nations Administrative Tribunal

(*a*) Activities of the Tribunal

The Administrative Tribunal met in Geneva in August 1956 to consider two cases.

The first case (Judgement No. 63) concerned an application made by the former manager of the Cairo office of the United Nations Relief and Works Agency for Palestine Refugees in the Near East against the action of the Agency in terminating his mission contract on the ground of redundancy. The case had been deferred from the preceding year, in agreement with the parties, after the Tribunal had pronounced upon its competence (Judgement No. 57). After hearing the parties on the merits, the Tribunal adjourned consideration of the case pending production by the Agency of further documents and information.

In the second case (Judgement No. 64), a member of the staff of the Permanent Central Opium Board contested the Secretary-General's decision not to grant him semi-local status, which would have given him, while in the General Service category, the benefit of the non-resident's allowance. The applicant had entered Switzerland in 1941 as an escaped prisoner-of-war of Polish nationality and had remained in the country until his recruitment by the United Nations in 1949. His status was that of a military internee until 1946 and subsequently that of a civilian internee until December 1947. The Tribunal, having found that the terms of staff rule 52 were inapplicable to the applicant, considered whether he could claim entitlement under the interpretation and conditions of the same rule under which a local recruit at Geneva was either a Swiss national or a person who had lived in the Geneva area for three years at the time of recruitment. The Tribunal observed that the circumstances of the case tended to the conclusion that the applicant had lived in the area within the meaning of the interpretation and conditions, that he had evidently been free to leave Switzerland since 1945 and that, under the Hague Convention No. V respecting the Rights and Duties of Neutral Powers and Persons in case of War on Land (1907), he had become *ipso facto* free on entering neutral territory. The Tribunal therefore rejected the claim.

The Tribunal met at Headquarters in November 1956 for the consideration of three cases.

In Judgement No. 65, the Tribunal pronounced itself on the case which had been adjourned at the previous session for the production of further documents by UNRWA. The Tribunal found that a memorandum circulated by the Agency to its Country Representatives conferred a right, to the staff concerned, to the payment of terminal emoluments as prescribed by the local national labour laws of the country. It held, however, that such emoluments must be in keeping with and of a nature corresponding to the benefits provided in the United Nations Staff Regulations and Rules. The Tribunal accordingly rejected the applicant's claims for special indemnity and sickness benefit. As to the claim for terminal indemnity, the Tribunal was unable to pronounce itself on the basis of the written submissions of the parties and therefore decided, as the sum involved was comparatively modest, to allow the parties an opportunity to arrive at a settlement between themselves, failing which they could re-submit the question to the Tribunal. The Tribunal awarded costs to the applicant inasmuch as certain delays were attributable to the respondent.

Judgement No. 66 concerned an application by a former staff member of the United Nations Secretariat who claimed that the Secretary-General's refusal to authorize him to sign the waiver of privileges and immunities required under United States law in order to acquire permanent residence status was illegal, and that his resignation in consequence thereof was without legal basis, null and void. The Tribunal held that, under staff regulation 1.8, no waiver of privileges and immunities could be executed by a staff member without the Secretary-General's authorization. It rejected the applicant's contention that, in making his decision, the Secretary-General had relied upon certain proceedings of the Fifth Committee at the eighth session of the General Assembly and that these proceedings, in respect of waiver of privileges and immunities, had been irregular. It found that the implementation of the General Assembly's policy, made necessary by the promulgation of the United States Immigration and Nationality Act of 24 December 1952, was left to the discretion of the Secretary-General and that the situation had been fully disclosed by him to the staff. It thus rejected the applicant's claim that the Secretary-General's discretionary power in the matter of waiver of privileges and immunities was restricted to such types of privileges which could be waived only by the Organization and did not extend to privileges within the sole interest of the staff member concerned. As for the applicant's claim that his resignation was null and void, the Tribunal held that, in the absence of any

ground which would warrant cancellation of the resignation, the resignation barred further prosecution of any claims upon his part against the United Nations. The Tribunal, therefore, dismissed the application.

In the third case (Judgement No. 67), eight former staff members of the United Nations Secretariat, citizens of the United States, claimed reimbursement of Federal and State taxes upon the compensation which they had received under the terms of Judgements delivered in 1953 (Nos. 31, 33 to 37, 39, 41 and 51).

In rejecting the applicants' claim, the Tribunal made a distinction between the compensation awarded and the arrears of salary ordered at the time. It held that the compensation was intended to repair a wrong and was not in the nature of remuneration for services rendered. Thus the special clause, contained in the contracts of appointment of five of the applicants and providing for reimbursement of national income tax on salary and related payments, was held to be inapplicable to the amounts of compensation even if such compensation were regarded as salary under United States law.

The Tribunal also found that the applicants' claim for tax reimbursement on the amounts of compensation was unsupported by any decision of the General Assembly. It noted that the Assembly authorized tax reimbursement on a year-to-year basis and that the resolution relevant to this case was resolution 973 (X) of 15 December 1955, the basis of which in the matter of liability for staff assessment was resolution 359 (IV) of 10 December 1949. The latter made no reference to compensation for injury sustained in consequence of wrongful dismissal, although it enumerated a number of payments representing salary or sums directly related thereto and on which assessment was chargeable. Thus, the Secretary-General had no authority to make a refund in this case.

The Tribunal noted, on the other hand, that national taxes were refunded to staff members in respect of certain payments which were not subject to assessment and considered whether failure to refund in the present case was consistent with the principles enunciated by the General Assembly on these matters. It found that the principles of equality among staff members and protection against double taxation were irrelevant in this case. As regards the third principle of equity among Member States, postulated in General Assembly resolution 13 (I) of 13 February 1946, the Tribunal observed that it could not be said to have been upheld if a large proportion of the compensation awarded to applicants out of funds contributed by all Member States was recovered as income tax by a particular State. The Tribunal did not, however, feel competent to rule that, as a consequence, the United Nations was obliged to reimburse the applicants in this case.

In conformity with its rules, the Tribunal met in plenary session at Headquarters on 4 December 1956 for the purpose of electing its officers for 1957 and considering general matters affecting the operation of the Tribunal.

(*b*) Agreements extending the Tribunal's jurisdiction to specialized agencies

An agreement extending the jurisdiction of the Administrative Tribunal to the World Meteorological Organization with respect to applications by its staff members alleging non-observance of the Regulations of the United Nations Joint Staff Pension Fund was concluded on 22 November 1956 between the Secretary-General of the United Nations and the Secretary-General of WMO. This agreement is identical with the agreements previously concluded with other specialized agencies on the subject; it came into force on 6 June 1957, date of the notification by the Secretary-General of WMO to the Secretary-General that its provisions had been approved by WMO in accordance with the constitutional requirements of that organization.

Pursuant to a request made by the Fifth Committee at the tenth session of the General Assembly, consultations are taking place between the Secretary-General and the administrative heads of the specialized agencies which are member organizations of the United Nations Joint Staff Pension Fund, concerning the applicability of the review procedure established by article 11 of the statute of the Administrative Tribunal to cases involving the application of the Regulations of the Fund.

(*c*) Review of Administrative Tribunal judgements

Applications for review of Administrative Tribunal Judgements 64, 65, 66 and 67 were submitted by the staff members concerned under the procedure established by the General Assembly at its tenth session (resolution 957 (X) of 8 November 1955; article 11 of the statute of the Administrative Tribunal), which was described in the last annual report of the Secretary-General.

The Committee on Applications for Review of Administrative Tribunal Judgements considered the application with respect to Judgement 64 at its first session held from 16-25 October 1956, and the applications with respect to Judgements 65, 66 and 67 at its second session held from 21 January-1 February 1957. The Committee decided in each of these cases that there was not a substantial basis for the application under article 11 of the statute of the Tribunal and, therefore, considered that the International Court of Justice should not be requested to give an advisory opinion.

The Committee, in accordance with paragraph 4 of article 11, adopted provisional rules of procedure at its first meeting on 16 October 1956. These provisional rules, with amendments adopted at the second and third meetings on 25 October 1956 and 21 January 1957, provide that the proceedings of the Committee are to be governed by the rules of procedure of the General Assembly applicable to committees, and further prescribe special rules relating to the submission and consideration of applications under article 11. The Committee has postponed until a future session consideration of a draft amendment which would provide that a decision of the Committee to request an advisory opinion of the International Court of Justice would require a two-thirds majority of the members present and voting.

9. Proposal to call a General Conference for the purpose of reviewing the Charter

The last annual report of the Secretary-General gave an account of the proceedings which led to the adoption by the General Assembly, on 21 November

1953, of resolution 992 (X) on the item on the agenda of the tenth session entitled "Proposal to call a General Conference of the Members of the United Nations for the purpose of reviewing the Charter". That resolution provided for the appointment of a Committee consisting of all the Members of the United Nations to consider, in consultation with the Secretary-General, the question of fixing a time and place for the Conference, and its organization and procedures.

The Committee was convened at the United Nations Headquarters on 3 June 1957. It adopted, by 67 votes to none, with 9 abstentions, a draft resolution submitted by Brazil, Canada, Egypt, El Salvador, India, Indonesia, Ireland, Iran, Liberia and Panama, by which the Committee (1) decided to recommend to the General Assembly at its twelfth session that the Committee should be kept in being and be requested to report, with recommendations, to the General Assembly not later than its fourteenth session; and (2) requested the Secretary-General to continue the work envisaged in paragraph 4 of resolution 992 (X).

During the discussion, a number of delegations, including the sponsors of the draft resolution, considered that, while a review of the Charter was desirable, the time was not yet ripe for the calling of a General Conference for that purpose. They further pointed out that a decision to postpone the holding of the Conference would not preclude the possibility of amending specific Articles of the Charter in accordance with the procedure laid down in Article 108. Other delegations maintained that the Charter was a perfectly sound document and that there was no need to call a review conference.

Paragraph 4 of resolution 992 (X), referred to in the resolution adopted by the Committee, provided for the completion of the publication programme envisaged in General Assembly resolution 796 (VIII) of 23 November 1953, and the preparation of supplements to the *Repertory of Practice of United Nations Organs*. The five volumes of the *Repertory* which were first published in English in 1955 have been translated and published both in French and in Spanish. The first Supplement to the *Repertory*, covering the two-year period from 1 September 1954 to 1 September 1956, has been prepared for publication in a single volume and the Secretary-General expects to circulate it among Member States by the twelfth session of the Assembly.

Chapter VII

DEVELOPMENT OF PUBLIC UNDERSTANDING

(*a*) General considerations

International events of the past year and the crises attending them greatly heightened and sustained the interest in the United Nations of the Press and public in most countries. This interest varied in degree from country to country, but was naturally most intense in those directly involved in or affected by these events, or whose Governments took a leading part in the discussions and the search for solutions. In general, the deliberations and decisions of United Nations bodies and the activities of the representatives of the Organization received a coverage unprecedented both in prominence and volume.

The part played by the United Nations in the prolonged crisis in the Middle East, including the organization and deployment of the United Nations Emergency Force and the clearance of the Suez Canal; in the Hungarian situation and in work for Hungarian and other refugees; in disarmament; in the peaceful uses of atomic energy; in technical assistance and economic development—these were questions which generally attracted attention to the Organization, while there was regional interest in a number of other problems of special importance to particular countries.

Public opinion about the United Nations tended, as always, to be influenced by national attitudes and the extent to which action by the United Nations seemed to coincide with national aspirations. On the whole, general world reaction was favourable. In most countries, opinion was impressed with the speed and decisiveness with which the United Nations acted in the first crisis to be brought before the General Assembly under the "Uniting for Peace" resolution adopted in 1950. This applied to the achievement of a cease-fire and withdrawal in the Middle East; to the creation and deployment within days of a United Nations Emergency Force without precedent or previous preparation; and to the clearance of the Suez Canal by a United Nations salvage fleet one month ahead of schedule and at a cost of less than a quarter of widely publicized first estimates. These achievements resulted in a wider appreciation of the potentialities of a world organization created in order, as the Charter states, "to ensure, by the acceptance of principles and the institution of methods, that armed force shall not be used, save in the common interest".

Even in those few countries where criticism predominated—in relation to United Nations action with respect either to the Middle East crisis or to the Hungarian situation—interest in the United Nations was high. In such countries, as in others, the course of events tended to awaken public opinion to some of the realities of international politics and their relationship with the United Nations and the terms of its Charter. This promises, if the opportunity can be effectively utilized, the development in the long run of deeper and more lasting understanding and support for the Organization.

The persistence of misconceptions arising from lack of such an understanding of the obligations of the Charter and of the way United Nations machinery functions is a matter for careful consideration. In part, it results from the lag behind science and technology of interest in world affairs on the part of public opinion. This lag is natural. It is also of increasing concern in an age which has made a close neighbourhood of the whole world in the physical sense, and at the same time has made resort to war, as the price of failure to live together in peace as neighbours, so costly as to become a threat to civilization itself.

There seems to be a need for increased efforts to promote knowledge of the facts about the Charter and procedures of the United Nations among the general public. Especially evident is the need for wider understanding of the constructive potentialities of the Organization, as well as its constitutional limitations: understanding, in other words, of how far it can or cannot exert an immediate influence on the course of events and of the possibilities for making this influence steadily stronger in the future by wise policy in the present. In this connexion, proposals for the creation of a permanent United Nations force of some kind, building on the experience of UNEF, were made in a number of countries and attracted an increasing measure of interest and support.

The most frequently expressed criticism of the United Nations in a few areas reflected this need for wider understanding. The United Nations was criticized for applying a "double standard", because of the unequal measure of compliance with resolutions of the General Assembly, especially in the Middle East and Hungarian situations. Other voices pointed out that the Assembly did not apply a double standard, but the same standard in these cases. It did not have legal power under the Charter to impose its will upon the Member States by force, but could only recommend action. In its efforts to secure settlements "by peaceful means, and in conformity with the principles of justice", the General Assembly called for voluntary withdrawal of forces and voluntary compliance with the other terms of its resolutions in both the Middle East and Hungarian situations. That this reflected the essential character of the United Nations as an associa-

tion of national States in which the sovereign rights of all its Members are carefully safeguarded was not sufficiently clear to some critics.

However, even in quarters where the United Nations was criticized for "inaction" or "failure", there were many to point out that the Organization, in limiting itself to requests, recommendations and efforts at conciliation in order "to establish conditions under which justice and respect for the obligations arising from treaties and other sources of international law can be maintained", was reflecting the profound will of the peoples of the world to avoid a general war. Such currents of opinion were more ready to accept the constitutional limitations upon United Nations action in support of the principles of the Charter, and to give their support to processes of persuasion and growth in effectiveness of the Organization. These, it was felt, with disappointments at times, might lead to more universal observance of those principles as the law of nations.

In other cases, there was the conviction that only in the United Nations could small nations, or those emerging from long dependence on more advanced countries, find a voice. In many quarters, the opinion was expressed that the United Nations was becoming —with its larger membership—an increasingly accurate mirror of the hopes as well as the strains of twentieth-century life and the most important centre for essential adjustments and for common progress.

There are signs in many countries that some re-evaluation of the United Nations by public opinion is taking place. Certainly, the international situation may be said to be clearer to many persons than a year ago, with a new appreciation of the power of world opinion that can be mobilized through the machinery of the United Nations, when this machinery is utilized.

Among the signs of this public re-evaluation is the great increase during the past year in inquiries addressed to the United Nations Department of Public Information and its Information Centres, in consultation of reference facilities, and in the demand for documents and information materials. This new demand reflects public debate carried on in national legislative bodies; in books and articles by political writers; in letters to the Press; in discussions in schools, universities and non-governmental organizations; and in public forums and interviews on radio and television.

The admission of more new countries to membership in the United Nations stimulated further discussion of the question of universality of the Organization, sometimes in the context of the representation of China, with opposing views strongly expressed. The admission to membership of Ghana, incorporating a former Trust Territory, British Togoland, immediately following the attainment of independence, occasioned favourable comment on progress made under the Trusteeship System in general, though some voices called for more speed in its development while others counselled a slower pace.

The increase in the number of Member States to eighty-one renewed discussion in some countries of voting procedure in the General Assembly, especially in the light of the role of the Assembly in the important political questions brought before the United Nations in the past twelve months. Some suggested a qualification of voting powers in the Assembly by some system of weighting, on the ground that the system of one vote for one country, regardless of population, influence, or the weight of responsibility it carries in international affairs, was inequitable. In other countries concern was expressed for assuring an equal voice for all interests. It was pointed out that the inevitably great influence exercised by the large and powerful countries in the world is reflected in the voting of the General Assembly and sufficiently, though indirectly, weights the voting already. Indeed, some went further and maintained that the Assembly itself was under the "domination" of large, highly developed western countries, in spite of the greatly increased representation of smaller Powers and of other parts of the world. These same quarters criticized the rule of unanimity of the permanent members of the Security Council, the "veto", as "undemocratic", whereas in other countries the rule was strongly defended. In these cases, it was defended as a necessary reminder of the relatively greater responsibility of those whose share of the burden was larger, in the face of an increasing majority of States bearing a smaller share of the costs and risks of international activities, but exercising an equal vote.

The regional interest usually aroused by the meetings of the three regional United Nations economic commissions was enhanced this year by the fact that meetings of two of them, the Commissions for Europe and for Asia and the Far East, marked their tenth anniversaries. Widespread appreciation was also expressed for the part played by the Economic Commission for Latin America in the developing economy of that region.

The world-wide observances of the eleventh anniversary of the United Nations in 1956 exceeded in number and variety the celebration of the tenth anniversary in 1955, or indeed those in any previous year. The success of observances of United Nations Day has always been due largely to the co-operation of Governments and non-governmental organizations, as well as the media of information. Reports from almost all countries indicated that this co-operation reached a new peak in 1956. As in previous years Member Governments and non-governmental organizations took the lead in organizing the observances.

The mass media—Press, radio, film and television—must be relied on as the primary disseminators of information. Developments in the past year in the field of public opinion about the United Nations have brought a reminder that the mode and the effectiveness of their dissemination of facts is conditioned by pre-existing attitudes. These attitudes can be developed by larger emphasis on those elements of the information programme which are more broadly educational. Only a sound understanding of the facts of international life, among which are the aims, powers and activities of the United Nations, can prepare Press and public alike for the impact of news and events.

(*b*) Development of United Nations public information activities

In accordance with the basic policy laid down by the General Assembly in the field of public information, and in view of budgetary limitations, the Department of Public Information cannot itself undertake the education of the general public in the details of the organization, aims and activities of the United Nations. This is primarily the task of the official and private agencies and educational institutions of Member States,

of non-governmental organizations and of the media of information themselves. From the beginning the information activities of the United Nations have been directed towards servicing such agencies and channelling information to them. Provision has been made also for encouraging as many of their representatives as possible to learn at first hand about the structure and activities of the Organization.

In harmony with the increased number of Member States, the wider public interest in the United Nations and wider demands for information services and materials, there has been an increased effort to decentralize these services, to employ more languages and to develop production in the various media, as far as the necessity of news coverage allows, in the direction of a deeper understanding of fundamental principles and basic facts.

The development in the past year of the interne and fellowship programmes carried on by the Department of Public Information was marked by the first United Nations News Personnel Seminar and the award of a limited number of news personnel fellowships. These undertakings were part of a programme initiated by the Economic and Social Council to develop "a wider knowledge of the work of the United Nations, of foreign countries and of international affairs with a view to promoting friendly relations among nations based on the Purposes and Principles of the United Nations". In accordance with approval given by the Council in its resolution 605 (XXI) of 3 May 1956 "on the understanding that, in the development of the project, due emphasis will be given to the promotion of freedom of information", the first United Nations News Personnel Seminar was held in Geneva from 23 July to 8 August 1956, and six news fellowships were awarded, for a stay of two months at United Nations Headquarters. The Seminar, with which the United Nations Educational, Scientific and Cultural Organization collaborated closely, was attended by senior news personnel of high professional standing, chosen as individuals and not as representatives of their countries or of their news media. They came from Argentina, Brazil, Chile, Czechoslovakia, Denmark, Egypt, France, India, Indonesia, Iran, Iraq, Israel, the Netherlands, New Zealand, Pakistan, Spain, Thailand, the Union of Soviet Socialist Republics, the United States of America and Yugoslavia. The Seminar succeeded in awakening keen interest in the economic and social work of the United Nations and imparted a substantial amount of information through study, discussion and personal contact.

In the interest of geographical distribution, news fellowships, limited to six by availability of funds, were awarded to candidates nominated by Governments of countries from which there had been no participant in the Seminar. They were from Burma, Ceylon, Italy, the Philippines, Sweden and Turkey. It was arranged that the fellows should arrive at United Nations Headquarters in time for the latter part of the General Assembly's eleventh session. The fellows made full use of their opportunities throughout their two months' stay and were also provided with the facilities of accredited correspondents.

A central activity of the Department of Public Information has remained, of course, the furnishing of information and facilities to correspondents. In 1956, there were 238 press correspondents accredited on a year-round basis, while the number rose to 465 during the eleventh session of the General Assembly, compared with 344 in 1955. In 1956, there were also ninety-three permanently accredited radio and television correspondents and 113 representatives of newsreels.

The Department has maintained, as in previous years, full services of liaison and documentation and provided facilities for an international press corps assigned to United Nations Headquarters from more than thirty-five countries, including full-time bureaux of all the main international news services and a number of important newspapers. To increase the usefulness of the Information Centres as sources of timely background material related to the news wired by correspondents to the Press in Member countries, the regular dispatch of feature and background material has been supplemented by the cabling to key Centres of texts of resolutions and important speeches and reports in connexion with urgent questions.

The publications programme of the Department of Public Information, which since 1946 has printed some ten to twelve million copies of publications of various kinds, has also been further decentralized in an effort to keep pace with the growing demand for material in numerous languages. Some basic publications have been issued in as many as thirty-seven languages, whenever possible produced in the countries where they are to be issued. The text of the Universal Declaration of Human Rights has been issued in nearly fifty languages. With the co-operation of the Governments concerned, the annual leaflet for United Nations Day is regularly issued in about thirty languages.

Accredited radio, television and newsreel correspondents were also served in increasing measure. Studios, recording facilities and short-wave transmission time are among the services made available to accredited correspondents of national radio systems.

United Nations Radio produced its own news and information programmes about day-to-day developments: meetings and field activities of the United Nations and specialized agencies, Government and delegation pronouncements on matters concerning the Organization. During the non-Assembly period, news programmes have been curtailed and radio programmes of broad educational interest have been emphasized. These were features and documentary programmes treating problems of major concern to the United Nations. A decentralized plan of production was developed whereby programmes prepared weekly by United Nations Radio were produced regionally by national broadcasting organizations. During the eleventh session of the General Assembly, United Nations Radio programmes, produced in thirty-four languages, were relayed or re-broadcast in seventy-three countries and forty-four territories; they were furnished to national radio systems by short-wave circuits, recordings and by radio lines.

United Nations television services, while gradually expanding in scope, were still on a modest scale. Facilities were provided to national television organizations to originate programmes and dispatches direct from the United Nations, and kinescoped film news highlights were supplied regularly to television networks in North America. During the ten days of emergency sessions in 1956, "live" coverage of meetings by stations in the United States amounted to 125 hours. There was also much television film coverage in other countries where television is developing as a major

medium. In addition to the services made available to existing national television programmes, United Nations Television, during 1956, inaugurated its own productions. Over thirty weekly quarter-hour English programmes were distributed to stations in the United States and Canada, and feature programmes were produced regularly in Spanish, Italian and German. In all, 680 copies of fifty-five programmes prepared by United Nations Television and produced in seven languages were distributed on kinescope film during 1956.

The United Nations Film Service maintained contact with film and newsreel companies, providing facilities, material and advice. From the film library, now containing 2½ million feet of historical records, material was made available at laboratory cost to external producers. In 1956, there were 195 requests for material totalling 200,000 feet. The Department co-operated with national producers in the making of thirteen films dealing directly with the work of the United Nations and with twelve educational films. In addition to these services to external producers, the Film Service continued its own programme of film production and distribution.

The Photographic and Exhibition Service maintained a liaison service which has assisted 120 photographers and eight artists, who are permanently accredited. Coverage by commercial agencies was supplemented by staff photography of important phases of the Organization's work. The United Nations photographic library has over 50,000 selected negatives, prints from which are increasingly used by editors and publishers. Picture features for press use and a service of mats, plates, or glossy prints for small newspapers were prepared monthly. Filmstrips on topics of special interest and limited quantities of wallsheets and display sets were prepared in the three working languages and adapted into other languages.

The Department of Public Information was responsible for the three regular annual interne programs; one for thirty civil servants, lasting two months; one for thirty students, of the same duration; and one for twenty students, known as special internes, lasting a year. Students in the last programme serve as guides during part of their stay at United Nations Headquarters. Mention should also be made here of the special study tour, in which seven representatives of non-governmental organizations from Australia, Burma, Finland, Indonesia, Italy, Mexico and the United Kingdom were brought to Headquarters for one month and given facilities for studying the work of the United Nations.

In pursuance of the policy of actively assisting and encouraging non-governmental organizations in increasing knowledge about the United Nations both among their members and the general public, four conferences of non-governmental organizations were organized by the Department of Public Information during 1956; at Havana, from 20-27 July, for organizations from Costa Rica, Cuba, El Salvador, Honduras, and Mexico; at Santiago, Chile, from 17-24 October, for organizations from Argentina, Bolivia, Brazil, Chile and Uruguay; at Colombo, from 29 October-1 November, for organizations from Burma, Ceylon, India, Nepal and Pakistan; and from 7-9 November, for representatives of national and international organizations at United Nations Headquarters. A conference for representatives of national organizations in Europe is scheduled for 24-26 June 1957 in Rome. Some 160 observers of non-governmental organizations were accredited at United Nations Headquarters in 1956 and provided with briefings, documentation and other facilities.

The Department, in co-operation with UNESCO, continued to assist educational authorities and institutions in Member States in developing or supplementing teaching about the United Nations. It now assists some 600 volunteer educational units in ninety countries, organized to stimulate interest and act as sources of information among colleges and schools in their areas.

Visitors to United Nations Headquarters using the Visitors' Service surpassed all previous records during the past year. A new record for one day was reached on 24 April 1957, when 6,283 visitors took the guided tour. The total for the calendar year of 1956 was slightly under 800,000. In all, over 3,500,000 visitors have taken the tours since 1952. Since the opening of the United Nations Bookshop at Headquarters in 1952, more than 500,000 visitors have made purchases each year. Sales agents for United Nations publications have now been appointed in eighty-eight countries.

In strengthening the regional services to official and private information agencies, the local casual labour staff of Information Centres have been established in regular posts.

As a further step in decentralization, a radio officer for South East Asia is also established in that region, to assist in the adaptation and utilization of United Nations radio material for productions by national broadcasting systems. Regional film officers for South East Asia and Europe have now been established in these regions and are actively promoting outside production.

The co-operation established with agencies of Member Governments, the national media of information and non-governmental organizations has been and is of the utmost importance in increasing the scope and effectiveness of United Nations information throughout the world.

In the months just past, the Department of Public Information has sought to meet the greatly increased demand for services and information by media and the general public, while under the necessity at the same time of working over long periods of emergency. By re-deployment and temporary loan of personnel from one division or one geographical centre of the Department's activities to another, developments have been covered on all fronts. In the coming year, the United Nations is faced with additional calls for the provision of services to new Member States.

Chapter VIII

ADMINISTRATIVE AND BUDGETARY QUESTIONS

1. Conference and documents services

(a) The Conference programme

In previous years, the annual conference programme at Headquarters provided generally two periods of intensive activity from March to July and from September to December. The former period represented the spring meetings of the Economic and Social Council and its functional commissions and of the Trusteeship Council, the latter the annual session of the General Assembly. However, during the past two years, important meetings have been added to the annual programme with the result that it now reflects continuous activity throughout the year. As an illustration of this development, new activities in the atomic energy field have given rise to extra conferences during the period under review, both at Headquarters in 1956 in regard to the Statute for the International Atomic Energy Agency, and at Geneva in March 1957 for the Scientific Committee on the Effects of Atomic Radiation. Mention may also be made of the increased activity of the Sub-Committee of the Disarmament Commission, which met again in London for the fourth consecutive year, and has been holding a prolonged session there since March 1957 and of the numerous meetings of the Special Committee on the Problem of Hungary which were held at Headquarters, Geneva, Rome, Vienna and London in the spring of 1957.

As regards 1958, preparations are already in progress for a further scientific conference on the peaceful uses of atomic energy, and a large conference on the law of the sea.

The conference pattern established by the General Assembly in resolution 694 (VII) of 20 December 1952 has now been in effect for more than three years. The pattern has provided some measure of stability in the annual conference programme, both at Headquarters and at the European Office in Geneva. However, the development of the new activities mentioned above, coupled with a steady increase in the number of meetings not included in the fixed pattern of conferences which have been held away from Headquarters, have offset this stability to a considerable extent.

During the period covered by the present report, the number of meetings not provided for by the pattern which convened away from Headquarters has remained substantial. Thus, once again, additional expenditures have been incurred by the European Office for temporary staff, and the programme of work at Headquarters has been disrupted because of the necessity of assigning technical language staff to service these meetings.

(b) Documents services

Editorial Control has concentrated on rationalizing, co-ordinating and streamlining documentation, a constant task in view of the proliferation of projects that are adopted by the various organs of the United Nations. This task it has performed with success, thanks to a large extent to the spirit of co-operation shown by author departments.

Meanwhile, two special problems have become acute. The first arises from the increasing delays in the production of reports or studies required for the sessions of United Nations organs. Where the delays arise from such causes as over-burdened writing staff, or late arrival of contributions or data from Governments or outside agencies, Editorial Control can do little except warn those concerned at the time of planning against excessive optimism regarding dates. In some cases, however, by tightening co-ordination among all the producing services involved, it has been able to ensure stricter adherence to agreed schedules.

The literary quality, or "readability", of certain reports and studies has been the second problem. This is not surprising in an Organization which employs specialists in various subjects, belonging to practically all nationalities and not necessarily adept in the art of arranging material or writing (more often than not in a language not their own) for the educated lay public. As at present constituted, Editorial Control can and does give advice regarding arrangement and style, but it has not been able to undertake the rewriting of entire studies or reports. It has been decided, therefore, to add to this service two officials for rewriting manuscripts.

Although its activities do not formally extend beyond Headquarters, the influence of Editorial Control has nevertheless been effective in a number of cases in improving the text of publications originating in regional offices.

The Chief of Editorial Control has, during the year under review, much more extensively than in the past, acted as adviser to the Publications Board, whose Chairman is also the Chief Editor, on whom Editorial Control depends for policy guidance and direction.

In the fields of translation, typing, editing of records, verbatim reporting and interpretation, special reference should be made to the services rendered by the Secretariat which ensured the smooth functioning of the two

emergency special sessions of the General Assembly held in September and October of last year and the exceptionally long and heavy regular session which followed immediately thereupon. The staff demonstrated its ability to adjust to such an intensive and prolonged period of work and met with a sense of pride the long hours of overtime work required. Difficulties were encountered in the recruitment of French typists, which placed a heavy burden on the understaffed French Typing Unit.

The same technical language staff have been faced with a continuing heavy programme of work. The eleventh session of the Assembly did not adjourn until early in March 1957, and there has been no curtailment of the normal annual conference programme for this year. On the contrary, additional meetings have required to be serviced, such as the Disarmament Sub-Committee, the Special Committee on the Problem of Hungary and the Conference of the Economic Commission for Latin America in La Paz. As a consequence, leave programmes have had to be severely limited and extensive overtime incurred. Despite these measures, and because the author departments were unable to submit manuscripts earlier, documentation, particularly in translation, required for meetings during the first six months of 1957 was unavoidably delayed. In many instances, as an exceptional measure, the more important documents, even though they will be subsequently printed, were issued in mimeograph form to minimize delay. Vigorous efforts are being made to bring the Interpretation Section and the French Typing Unit up to full strength and to form a reserve of trained interpreters, both within the Secretariat and outside, which will provide reinforcements for emergencies and competent candidates for recruitment as vacancies occur.

The heavy programme of conferences has meant a further expansion in the work of the verbatim reporting staff and the editing of Official Records. The admittance of twenty-one new Member States has also added considerably to the volume of work. In the field of verbatim reporting, the General Assembly alone held 108 plenary meetings during the period under review, as compared with forty-five during the previous year. Despite this considerable increase, and with only a minimum reinforcement by temporary staff, the records are being issued without delay.

As far as publishing activities are concerned, it should be noted that the sixteen volumes of the French and Spanish editions of the Proceedings of the International Conference on the Peaceful Uses of Atomic Energy were issued during the period under review, thus fulfilling the expectations noted in the previous report. The European Office, which bears the credit for this achievement, co-operated closely with Headquarters in finding solutions to various technical problems. It should be further noted that the European Office accomplished this work while at the same time executing, on behalf of Headquarters, the expanded programme of soft currency printing in Europe. Endeavours to expand the soft currency printing programme and to decentralize the placement of contracts were stabilized at the same level as last year.

During the period, printing placements in Asia and the Middle East were expanded and further increases in expenditures in those areas are contemplated. Contacts were made with various printers in the Far East and, as a result, the Chinese versions of the Official Records will be printed more extensively in this area at a considerable reduction in cost. Steps have also been taken to utilize the facilities of printers in Latin America and production standards have been agreed upon which can be applied with a view to laying a solid and uniform foundation for the further development of dealings with printers in this area. This last step will be of considerable benefit to the Economic Commission for Latin America.

In spite of increases in costs of paper, supplies and labour, a full use of international bidding has obtained the most favourable quotations for United Nations printing and so has reduced the impact of these increases.

During the period under review, the Publications Board has been able to take advantage of the increased capacity of the internal reproduction services, thus relieving the contractual printing budget. Most of the increased capacity has, however, been utilized for reproducing the larger volume of records and documentation of the two special sessions and the eleventh regular session of the General Assembly. This increased productivity, complemented by the purchase of some subsidiary equipment, will make it possible in the future to reduce still further the contractual printing budget or to produce emergency or unscheduled documentation with little or no additional cost. The main task of the internal reproduction service remains, however, as hitherto, the prompt servicing of meetings.

Distribution arrangements have been adjusted to provide for servicing the new Member States, including the provision of earlier documentation requested for reference purposes. Although it was possible to reduce the number of non-official recipients by stringent rules enforced by the Secretariat, the distribution to delegations, due to the admission of new Member States, showed an increase as expected. It is hoped that delegations will keep their requirements at as low a level as possible and will continue to co-operate with the Secretariat in maintaining this economy.

(*c*) Library services

The year under review was marked by a gradual but accelerating increase in service demands upon the Library resulting from the admission of new Member States. Accessions, loans, reference questions and all auxiliary services were proportionately heavier, and were disproportionately more complicated because of the necessity to acquire and service materials in languages hitherto seldom required.

Accessions for the year amount to about 10,000 books; 70,000 issues of newspapers and periodicals; 100,000 government documents; 65,000 United Nations and specialized agency documents; 1,000 maps; and 2,600 sound recordings; a total of roughly 250,000 pieces of material of all kinds, plus about fifty cubic feet of archival material. As in previous years, more than 75 per cent of total accessions were by gift or exchange.

Counterbalancing to some extent this large intake of material, the Library withdrew from the catalogued collections about 1,775 books and discarded an estimated 125,000 pieces, chiefly newspapers, periodicals and documents, and about 880 cubic feet of archival material.

The physical accommodation of the collections was improved, within the severe limits of the Library building, by rearrangement and by the elimination of dupli-

cate, superseded and little used materials. It is plain, however, that the broadened scope of the collections, reflecting the broader membership of the Organization, and the growing annual volume of United Nations documentation, have made the Library's future housing problems more acute than ever.

The bibliographical accomplishments of the year included a 216-page *Bibliography on Industrialization of Under-developed Countries*, the continuation of several established series, such as the *United Nations Documents Index*, *New Publications in the United Nations Headquarters Library*, the *Index to Proceedings*, and the *List of Selected Articles*, and a considerable number of archival guides and other indexes and brief subject bibliographies.

2. General services

Political developments during the period under review had a major impact upon all general services, and required a substantial adjustment of communications, procurement services and field administration activities to meet emergency requirements. Consequently, certain long-range projects had to be temporarily deferred to permit the re-assignment of staff for urgent needs.

(*a*) Purchase and Transportation Service

The procurement programme increased both in volume and complexity by reason of the requirements of the United Nations Emergency Force and the Suez Canal clearance operations. Contracts for all kinds of supplies and services required to operate and maintain the Force were negotiated at Headquarters and in the field, and the total volume of purchases far exceeded any previous period. A temporary procurement office was established in Europe to negotiate the purchase of technical items required for the rehabilitation of the Suez Canal workshops.

Simultaneously, procurement for the technical assistance programme continued at a high level.

Over 25 per cent of the dollar volume of regular and technical assistance purchases was placed with sources outside the United States of America, while the major part of purchases for the Force was also derived from overseas markets through United Nations procurement offices established in local areas.

Emergency requirements caused a substantial increase in the volume of travel and freight traffic, which was accommodated through the co-operation of the carriers, who made every effort to expedite the movement of United Nations personnel and goods. During the period under review, the cost of travel services amounted to $2,686,463 of which 42 per cent was paid in soft currencies.

(*b*) Communications and Records Service

The need to maintain communications with the emergency forces in the Middle East particularly affected the cable and diplomatic pouch services. Radio-teleprinter facilities were placed on a twenty-four-hour basis and were closely co-ordinated with the Field Service radio network. The existence of this communications system permitted the inexpensive and rapid interchange of messages at a time when commercial facilities were not available. Through the co-operation of the Universal Postal Union, a postal service was established for UNEF; this allows members of the various contingents to send a limited number of letters postage free to their home countries each week.

The Registry has completed the consolidation of subject files according to a revised classification system, which permits more efficient use of staff while ensuring greater accuracy in the filing of correspondence. Progress has also been achieved in the centralization of records such as contract files which were formerly maintained in several separate offices.

The systematic disposal of non-active records of no historical significance has continued throughout the year, resulting in the destruction of 1,765 lineal feet of unnecessary papers. Particular attention has been given to the development of disposal schedules for records relating to procurement and transportation matters, as well as the extension of this records management programme to overseas offices. A records retirement and archival survey is now being conducted in the Geneva Office by an officer on assignment from the Registry.

Sound recording, simultaneous interpretation and radio facilities were heavily utilized during the extended session of the General Assembly, while television coverage of the meetings was provided for overseas distribution through the medium of kinescope films.

(*c*) United Nations Postal Administration

Interest in United Nations postage stamps among philatelists throughout the world has continued to increase. Gross revenue for the period under review amounted to more than $1,500,000—an increase of almost 300 per cent over the preceding twelve months. This volume of sales has been processed with only modest increases in staff costs, and the contribution to the miscellaneous income of the Organization has thus been substantial.

The results of the sales promotion activities of the Postal Administration, particularly overseas, have been most encouraging and have resulted in added emphasis on the distribution of United Nations stamps through Information Centres and the Geneva Office.

The publicity derived from stamps used for postal purposes is considered of equal importance with philatelic sales and, consequently, the bulk of letter-mail dispatched from Headquarters bears United Nations stamps. It should be noted that the continued co-operation of the United States postal authorities in the administration of the United Nations Postal Agreement has largely contributed to the successful use of these stamps.

(*d*) Buildings Management Service

Increased public attendance and the augmented membership of the Organization have significantly affected the problems of buildings maintenance, security and safety. These factors, coupled with the increasing age of the buildings, have required the revision of the preventative maintenance programme for major mechanical installations and the acceleration of the schedule for replacement of furnishings and fixtures.

Construction projects initiated or completed during the period under consideration include the expansion of the first basement area of the General Assembly Building to comprise a coffee shop and improved facilities

for the souvenir and gift shops; the remodelling of the fountain in front of the Secretariat Building; decorative improvements to the cafeteria and dining room; the alteration of the Meditation Room; and the development of a permanent exhibit area in the public lobby of the General Assembly Building. In addition, seating facilities to the maximum possible are being installed in the large conference rooms; and it may be of some interest to note that any further increase in the membership of the Organization would require an extensive reconstruction of these rooms, as well as of the General Assembly Hall.

(*e*) Field Operations Service

The co-ordination of administrative and logistical services for the United Nations Emergency Force and the Suez Canal clearance operations constituted a major activity of the Field Operations Service during this period. Requirements for equipment and supplies were processed with dispatch, whilst arrangements for the assignment of staff from Headquarters, Geneva and other overseas offices and missions were negotiated through appropriate administrative channels.

The Field Service radio network was placed on a twenty-four-hour basis; however, through the extended use of radiotelephony it was possible to increase radio coverage without corresponding increases in staff which would otherwise have been required. Further improvements were effected in the radio network through the installation of more powerful transmitters in Jerusalem, Bangkok and Seoul.

In addition to the emergency requirements, normal administrative services were maintained for missions of conciliation, mediation and observation. Exclusive of the troops of UNEF, the personnel of political and trusteeship missions increased during the period under review from 315 to 426, of which eleven were representatives of Member States, ninety-seven were military observers and the balance members of the Secretariat.

3. Staff administration

The main preoccupation of the Secretary-General in the sphere of staff administration has been to bring about the best practicable management of the personnel who constitute the Secretariat and to align these resources with the requirements of the work of the Organization as a whole. This has continued to call for the deployment and re-deployment of experienced staff members, not only by utilizing their demonstrated skills, but also by drawing out talents that had not hitherto been exercised on official United Nations duties.

Staff administration in the United Nations has always to keep abreast of the flow of events in the world, which is reflected in an ever-changing pattern of work inside the Organization. Thus, the last year has seen fresh responsibilities placed upon the Secretary-General and his administration, in addition to the duties of longer standing: this experience has shown again that the United Nations must be staffed and administered so that it is capable both of discharging its regular tasks and of meeting critical assignments on an emergency basis. In this way, an exceptional General Assembly session like the eleventh, with emergency special sessions as well, was a time of testing, no less for the Secretariat than for the Assembly itself, and a sustained effort over a lengthy period was called for and was supplied by members of the staff: besides key professional staff interpreters, verbatim reporters, translators, secretaries and typists, communications, press, radio and television personnel, documents and conference officers, guards, and many others carried heavy and additional responsibilities with fortitude and success.

In the same way, the sudden and serious challenge presented by the creation overnight of new United Nations responsibilities in the Near East and by the formation of the United Nations Emergency Force was met by the immediate deployment of staff members drawn from many offices and services around the world. In collaboration with national and local governmental authorities as appropriate, a forwarding base was quickly established at Capodichino near Naples as a staging post for the acceptance and forward movement by air of the military forces supplied by the Governments of Member States; lines of supply and communication, including airlift service, were set up; postal services organized; and a system of financial control and audit arranged. These and other services and facilities necessary in conjunction with the arrival of the members of the Emergency Force were first improvized and then stabilized by negotiated agreements and other treaty arrangements with the host countries. The general civilian staffing of this whole crucial operation was effected by judicious assignments of permanent and experienced staff members, working in close partnership with a limited number of personnel especially drawn from outside the Secretariat because of their particular qualities and skills. Again, a similar opportunity for the United Nations Secretariat arose in connexion with the Suez clearance operation, where regular staff drawn from Headquarters in New York made a notable contribution in supporting the work of the experienced engineers and salvage operators, who worked in harmony to expedite this clearance.

The initial deployment of staff from regular duties involved in turn a second round of re-deployment to carry on the functions thus vacated. All this was performed without detriment to the programmes of the departments and offices concerned, though not without imposing extra burdens on the members of the staff. Apart from tasks of operational urgency, the staff of the Secretariat was called upon to service and provide facilities for the very large conference on the Statute of the International Atomic Energy Agency which was held in New York in the autumn of 1956.

In parallel, further progress was made with the following: re-staffing of Information Centres by an interchange of staff between Headquarters and the Centres; the experimental decentralization of the Technical Assistance Administration; and the location of regional research and the regional economic and social advisers nearer to their area of special interest, with some return to Headquarters of personnel bringing back this regional experience. Experiments have also been initiated to see how far men recruited specifically for the Field Service could be appropriately assimilated into permanent establishments at Headquarters and at Geneva.

The work of the Special Committee on the Problem of Hungary placed a need for advanced skills in the Hungarian language upon interpreting, translating and editorial staff. Again, recruitment from outside the Secretariat was negligible, and permanent staff were found who took these duties in their stride.

(*a*) Recruitment

The pace of recruitment increased somewhat during the past year, not because of emergency requirements, but because a more active line was taken towards filling vacancies, following the reduction in the total number of staff members in the Secretariat.

Whereas recruitment in earlier years was concentrated on selecting candidates for career service, during the past twelve months a continued emphasis has been placed on the proper selection of experienced persons drawn from Governments, universities or other bodies, who are invited to serve in the Secretariat for a fixed period following which they return to their regular employers.

The policy of deliberate and centralized recruitment has resulted in a high standard being attained among candidates selected both for career and for fixed-term service. While the final review is handled by an inter-departmental selection committee which is directly responsible to the Secretary-General, the services of senior officers have been utilized in the discovery of new talent and the field of candidates finally considered by the selection committee has benefited thereby. Pains have been taken to direct the recruitment of new talent (so far as is possible consistent with the maintenance of standards) to those nations the citizens of which form a disproportionately small proportion of the internationally recruited part of the Secretariat.

Somewhat apart from the recruitment of staff to the Secretariat on a permanent or temporary basis is the maintenance of a changing group of experts serving the United Nations on the Expanded Programme of Technical Assistance. Difficulties continue to be encountered in attracting highly qualified persons from such countries as the United States and Canada, where high salaries prevail in the industrial and commercial world. The Programme has continued to benefit from the co-operation of national committees working in many of the western European countries, which have continued to recommend numbers of qualified and interested experts from their regions.

(*b*) Review of the United Nations salary, allowance and benefit system

A main administrative preoccupation during this period was the comprehensive review of the salary, allowance and benefit system shared by the United Nations and six of the specialized agencies,[1] undertaken by a committee of eleven members established by the General Assembly.

Under the chairmanship of Mr. F. Friis of Denmark, the Committee held ninety-one meetings between 10 May and 18 October 1956 in New York and Geneva, during which it considered facts and views presented to it by officers and staff representatives of all the participating organizations. Its report was then submitted to the General Assembly and made available to the legislative bodies of each of the participating organizations.

During the discussion in the Fifth Committee, representations were made by the Secretary-General, who included a joint statement of the views of the executive heads of the United Nations and of the specialized agencies and a statement by the United Nations Headquarters Staff Council, and by the Advisory Committee on Administrative and Budgetary Questions. The main conclusions reached by the General Assembly were embodied in resolution 1095 (XI), by which the Assembly, *inter alia*, approved new arrangements for base pay and post adjustments, and new rates of dependency allowances; requested the Secretary-General to carry out a reconciliation of conditions of service under different programmes and to review the question of pensionable remuneration with a view to making recommendations for action by the Assembly; amended the Staff Regulations in a number of respects; and called the attention of the specialized agencies to the decisions taken by the Assembly and recommended to them the adoption of similar provisions with respect to their staffs.

Administrative representatives of the organizations concerned met in Geneva from 11 to 29 March 1957 and agreed on detailed measures to implement the conclusions reached by the General Assembly and other legislative bodies which required co-ordinated action.

While recourse to the official records of the proceedings at the eleventh session are necessary for a comprehensive account of these matters, the main results growing out of the Salary Review Committee's work are summarized briefly below.

The former system of cost-of-living adjustments and salary differentials has been replaced, insofar as the professional and directorial categories are concerned, by a system of plus or minus post adjustments in relation to Geneva in January 1956. Post adjustments, which vary in amount with each salary level (and, in high-cost areas, also according to whether the staff member has a dependent spouse or children) have been put into effect as of 1 January 1957. As an illustration, United Nations Headquarters in New York has been placed in class V under this system, which has the effect of augmenting the rates of pay as compared with Geneva by approximately 15 to 20 per cent. Agreement has been reached at the administrative level that the new post adjustment system, together with other readjustments designed to reconcile conditions of service, shall be installed throughout all programmes and offices of the United Nations and the specialized agencies during the period ending January 1958. The existing principle that salaries in the General Service categories should be fixed on the basis of the best prevailing conditions of employment in the locality of the United Nations office concerned has been reaffirmed, and local adjustments have been made accordingly.

The basic salary scales for Professional staff have remained unchanged, but with adjustments at the level of Director (D-2). Concerning the emoluments of Under-Secretaries and officials of equivalent rank, the General Assembly deferred consideration until the twelfth session, at which time the Secretary-General will report on the matter of the top organization of the Secretariat, including the question of remuneration.

Dependency allowances for staff in the Professional category and above, at the rates formerly applicable to Headquarters, have been extended to all duty stations as from 1 January 1957. It has been agreed that comparable allowances will be extended to persons serving in the Expanded Programme of Technical Assistance as from 1 January 1958. Dependency allowances for

[1] International Labour Organisation, Food and Agriculture Organization, World Health Organization, United Nations Educational, Scientific and Cultural Organization, International Civil Aviation Organization, World Meteorological Organization.

staff in the General Service category are to be fixed, in conjunction with salaries, in the light of local circumstances in the area of the duty station. In accordance with a request by the Assembly, the Secretary-General, in consultation with the executive heads of the specialized agencies, has formulated an improved definition of dependency, particularly so that anomalies may be avoided as between male and female staff members.

Concerning "non-career" staff, important adjustments have been made in the conditions of service applying to persons joining the Secretariat temporarily upon secondment or other non-career basis. Entitlement to repatriation grant has been replaced by a service benefit of 4 per cent of base salary during service in the home country and 8 per cent of base salary during service outside the home country. The details under which the organization would provide coverage for death and disability of such staff (and technical assistance experts) but exclude them from full participation in the United Nations Joint Staff Pension Fund have been worked out and will be submitted to the General Assembly at its twelfth session for approval and necessary amendment of the Pension Fund regulations. Other adjustments to be made in conditions of service for temporary assignments include provision for an assignment allowance for service of from one to five years away from the staff member's regular place of residence or duty, such allowance to be in lieu of payment of the cost of removal of household effects.

As regards social benefits, the General Assembly approved the adoption of the sick leave system which had been in force for some years in the ILO, WHO and FAO, which will have the effect of providing better protection for the few cases of very long illness than did the previous United Nations system. Full maternity leave benefits will henceforth be extended after a qualifying period of one year of service. The contributory schemes of group medical and hospital insurance have been adjusted, primarily to provide better financial protection in the event of major medical costs.

Among the questions considered by the Salary Review Committee which the General Assembly decided to defer until its twelfth session are: the possibility of granting additional salary increments for long-service to staff members who had reached the ceilings of their salary levels; the possible linking of the Associate Officer and Second Officer salary levels (P-2 and P-3); and the possibility of extending the General Service category upward to include certain posts of a servicing nature presently found in the lower levels of the Professional category.

The Salary Review Committee had recommended that a number of matters of common concern to the United Nations and the specialized agencies in the broad field of salary and staff administration should be referred for study and advice to the International Civil Service Advisory Board. While the General Assembly decided to consider further the role of ICSAB at the twelfth session, it was agreed that this Board, with the assistance of outside experts appointed by the Secretary-General in consultation with ICSAB and the Administrative Committee on Co-ordination, as might be necessary, might be asked by ACC to look into some of the most urgent of the matters of common concern referred to in the report of the Salary Review Committee. Accordingly, ACC has requested the Board to study and make recommendations on the principles which should guide a review by the participating organizations of the application of common grading standards with respect to the Professional and Director categories of staff. The ACC has decided further that it would refer to ICSAB at a later date the subject of non-financial factors in the recruitment and retention of international staff.

The Administrative Committee on Co-ordination has also selected two subjects for early study by external expert committees—the question of the pensionable remuneration of the staff, and the general administration of the post adjustment system, including questions of statistical methodology and the elements of judgement to be applied in fixing post adjustments, both arising from suggestions of the General Assembly.

(c) Other matters

During the past twelve months, in part because of the Salary Review Committee's concern with seven international secretariats operating in five headquarters cities and some 120 field stations, the horizons of the administrative services of the Organization have been effectively broadened. Inter-organization consultation, with a view to achieving co-ordinated arrangements wherever necessary and feasible, has been extensive during the period and the result should be a more rational and co-ordinated administration of conditions of service applicable to the entire group of programmes, offices and services in the United Nations family.

Also during the period under review, the Secretary-General has continued and strengthened the arrangements and practices of consultation with representatives of the staff on all general questions relating to personnel and staff administration.

Finally, the staff at Headquarters has continued to benefit by the unfailing devotion of those who, making up the Volunteer Services, have continued to contribute their time, devotion and skill to the enrichment of the social programme of staff members. The volunteers' efforts are directed in large part towards removing feelings of strangeness and isolation from the minds of staff recently arrived from outside the Headquarters area and to help staff members to become integrated in the social life of the community.

4. Financial questions

(a) Working Capital Fund

By General Assembly resolution 1085 (XI) of 21 December 1956, the Working Capital Fund was increased for 1957 by $2 million to $22 million, the advances of Member States being adjusted on the basis of the scale of assessments for the 1957 budget. As at 31 May 1957, a balance of $1,504,491 remained unpaid in respect of the 1957 advances to the Fund. As at the same date, the Secretary-General, under authorities granted in the above-mentioned resolution, had advanced from the Fund the following amounts:

	$US
(i) To finance budgetary expenditures pending the receipt of contributions	15,525,265
(ii) Loans to specialized agencies	106,240
(iii) Self-liquidating purchases and activities	345,669
(iv) Advances for unforeseen and extraordinary expenses	81,508
Total	16,058,682

In addition to the outstanding advances shown above, authorizations issued under resolution 1084 (XI) for which funds have not yet been disbursed amounted to $127,357.

(b) Contributions

As at 31 May 1957, the status of the 1957 contributions and of those in arrears for 1954, 1955 and 1956 was as follows:

	Assessments for the year, US$			
	1957	*1956*	*1955*	*1954*
Total amount...	49,088,050	48,330,000	39,640,000	41,300,000
Payments and other credits.	13,440,602	45,449,882	38,239,980	41,296,979
Balance due ...	35,647,448	2,880,118	1,400,020	3,021

The contributions to the budgets for prior years have been paid in full.

At its tenth session, the General Assembly approved a scale of assessments for the years 1956, 1957 and 1958 (resolution 970 (X)). This scale did not include the sixteen States admitted to membership on 14 December 1955, just before the close of the session. At the eleventh session, by resolution 1087 (XI) of 21 December 1956, the Assembly approved a revised scale of assessments for the years 1956 and 1957 to include assessments for the sixteen new Members. Under the authority granted to the Secretary-General by resolution 970 (X) to accept a portion of the contributions for the financial year 1957 in currencies other than United States dollars, the Secretary-General, after consultation with the Chairman of the Committee on Contributions, advised Member States that 18.3 per cent of their 1957 contributions could be paid in Swiss francs, 9 per cent in pounds sterling and 6.3 per cent in a group of other non-US dollar currencies.

In accordance with arrangements concluded between the United Kingdom and the United Nations, the Organization will be enabled to convert sterling into certain other currencies, with the consent of the countries whose currencies are involved.

The amount of the 1957 assessments payable by Member States in currencies other than United States dollars amounts to the equivalent of $9,223,287, comprising the equivalent in Swiss francs of $5 million, in pounds sterling of $2,461,850 and in other non-US currencies of $1,761,437. Thirty Member States decided to avail themselves of the option to pay in one or more of these currencies.

At the eleventh session of the Assembly, five new States were admitted to membership in the Organization. The General Assembly, on 27 February 1957, decided to postpone the assessment of these States for the year 1957, as well as the scale of assessments for the year 1958, until the twelfth session.

(c) Status of the 1956 and 1957 budgets

The General Assembly, at its tenth session (resolution 979 (X)), voted appropriations for 1956 of $48,566,350. By resolution 1074 (XI) of 7 December 1956, this amount was increased by supplementary appropriations of $2,117,000, to a total of $50,683,350.

The financial report and accounts for the year ended 31 December 1956, as certified by the Board of Auditors, show that the total obligations for the year amounted to $50,508,095, thus leaving an unobligated balance of appropriations of $175,255. To the amount of $175,255 was added the excess of actual over estimated income in the amount of $697,626, bringing the operating surplus for the year to $872,881. To this amount may be added $372,005, representing savings in liquidating previous years' obligations, as well as $556,308, representing the net balance of 1955 surplus account. Of the total surplus $1,053,230 was applied as credits to Members' contributions for the financial year 1957.

At its eleventh session, the Assembly approved for the year 1957 total budget appropriations of $50,815,700 (resolutions 1083 (XI) and 1100 (XI)). As at 31 May 1957, obligations and expenditures under that appropriation amounted to $22,029,508, leaving an unobligated balance of $28,786,192.

(d) Budget estimates for 1958

Expenditures for 1958 are initially estimated at $54,782,500 and miscellaneous income at $3,050,000, leaving a net total of $51,732,500. The 1957 budget was approved at a level of $50,815,700 and miscellaneous income in a sum of $2,531,010, a net total of $48,284,690.

(e) Negotiating Committee for Extra-Budgetary Funds

The Negotiating Committee for Extra-Budgetary Funds appointed by the General Assembly at its tenth session (resolution 958 (X)), was established for the purpose of assisting in obtaining funds for programmes falling outside the regular United Nations budget and financed through voluntary contributions.

These programmes include the Expanded Programme of Technical Assistance, the United Nations Children's Fund (UNICEF), the United Nations Refugee Emergency Fund (UNREF) and the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA).

In its report to the Assembly at its eleventh session, the Committee, commenting on the shortfall of contributions to UNREF and UNRWA (the financial position of these programmes is reviewed in the appropriate chapters of the present report), recommended a change in the method of raising funds for all the programmes dependent upon voluntary contributions.

On the basis of this recommendation, the Assembly adopted resolution 1091 (XI) regarding a new pledging procedure for the two refugee programmes under which an *ad hoc* committee of the whole Assembly would be convened during the twelfth session where pledges of voluntary contributions would be announced. As regards UNICEF and the Expanded Programme of Technical Assistance, the present procedure was to be retained. A new Negotiating Committee for Extra-Budgetary Funds was appointed, under the same terms of reference as in previous years, to report on its activities to the Assembly at its twelfth session.

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